



WOKINGHAM BOROUGH COUNCIL

A Meeting of the **EXECUTIVE** will be held virtually on
THURSDAY 30 JULY 2020 AT 7.00 PM

Susan Parsonage
Chief Executive
Published on 22 July 2020

Note: The Council has made arrangements under the Coronavirus Act 2020 to hold this meeting virtually via Microsoft Teams. The meeting can be watched live using the following link: <https://youtu.be/gyA1wEECTwY>

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WOKINGHAM BOROUGH COUNCIL

Our Vision

A great place to live, learn, work and grow and a great place to do business

Enriching Lives

- Champion outstanding education and enable our children and young people to achieve their full potential, regardless of their background.
- Support our residents to lead happy, healthy lives and provide access to good leisure facilities to complement an active lifestyle.
- Engage and involve our communities through arts and culture and create a sense of identity which people feel part of.
- Support growth in our local economy and help to build business.

Safe, Strong, Communities

- Protect and safeguard our children, young and vulnerable people.
- Offer quality care and support, at the right time, to prevent the need for long term care.
- Nurture communities and help them to thrive.
- Ensure our borough and communities remain safe for all.

A Clean and Green Borough

- Do all we can to become carbon neutral and sustainable for the future.
- Protect our borough, keep it clean and enhance our green areas.
- Reduce our waste, improve biodiversity and increase recycling.
- Connect our parks and open spaces with green cycleways.

Right Homes, Right Places

- Offer quality, affordable, sustainable homes fit for the future.
- Build our fair share of housing with the right infrastructure to support and enable our borough to grow.
- Protect our unique places and preserve our natural environment.
- Help with your housing needs and support people to live independently in their own homes.

Keeping the Borough Moving

- Maintain and improve our roads, footpaths and cycleways.
- Tackle traffic congestion, minimise delays and disruptions.
- Enable safe and sustainable travel around the borough with good transport infrastructure.
- Promote healthy alternative travel options and support our partners to offer affordable, accessible public transport with good network links.

Changing the Way We Work for You

- Be relentlessly customer focussed.
- Work with our partners to provide efficient, effective, joined up services which are focussed around you.
- Communicate better with you, owning issues, updating on progress and responding appropriately as well as promoting what is happening in our Borough.
- Drive innovative digital ways of working that will connect our communities, businesses and customers to our services in a way that suits their needs.

MEMBERSHIP OF THE EXECUTIVE

John Halsall	Leader of the Council
John Kaiser	Deputy Leader and Executive Member for Finance and Housing
Parry Bath	Environment and Leisure
UllaKarin Clark	Children's Services
Charlotte Haitham Taylor	Regeneration
Pauline Jorgensen	Highways and Transport
Charles Margetts	Health, Wellbeing and Adult Services
Stuart Munro	Business and Economic Development
Gregor Murray	Climate Emergency
Wayne Smith	Planning and Enforcement

ITEM NO.	WARD	SUBJECT	PAGE NO.
1.		APOLOGIES To receive any apologies for absence	
2.		MINUTES OF PREVIOUS MEETING To confirm the Minutes of the Executive Meeting held on 28 May 2020.	9 - 30
3.		DECLARATION OF INTEREST To receive any declarations of interest	
4.		PUBLIC QUESTION TIME To answer any public questions A period of 30 minutes will be allowed for members of the public to ask questions submitted under notice. The Council welcomes questions from members of the public about the work of the Executive Subject to meeting certain timescales, questions can relate to general issues concerned with the work of the Council or an item which is on the Agenda for this meeting. For full details of the procedure for submitting questions please contact the Democratic Services Section on the numbers given below or go to www.wokingham.gov.uk/publicquestions	
4.1	Loddon	Philip Challis has asked the Leader of the Council the following question: Question Would you agree that Taylor Wimpey have done a good job in creating the Loddon Countryside Amenity Area adjacent to Loddon Park (Sandford Farm) development, including a path with extends right up to	

an old bridge over the River Loddon which for safety reasons is closed off. Would you further agree with resident's disappointment that despite £250,000 funding from Taylor Wimpey and the willingness of Sustrans to provide further funding that the Council have failed to upgrade this bridge over the Loddon and provide the envisaged good links into the wider network of footpaths and provide a pedestrian/cycle link to Twyford. Would he explore the possibility of completing the reinstatement of this bridge given the current emphasis the Government are placing on walking and cycling.

4.2 None Specific

Elizabeth Mayers has asked the Leader of the Council the following question:

Question

Following your social media posts incorrectly linking Black Lives Matter with the atrocious killings in Forbury Gardens do you accept that you have destroyed the trust and confidence of black, anti-racist residents and staff at WBC, failing in your duty to foster good relations and, some would say, inflaming racial division. As a result will you be considering your position?

4.3 None Specific

Beth Rowland has asked the Executive Member for Finance and Housing the following question:

Question

The enforced lockdown during the Covid-19 pandemic has meant that a considerable portion of our residents will have been furloughed from their jobs on 80% of their normal salary. Some will have lost their jobs altogether – over the next few months many more will be unemployed as companies are forced to stop trading. That means that many more of our residents and their families will be forced to live on benefits with the problems that brings to children and young people. Will this Authority work with local charities and organisations including Berkshire Credit Union to support families living in poverty and debt?

4.4 None Specific

Carol Jewell has asked the Executive Member for Climate Emergency the following question:

Question

Woodley Town Council declared a Climate Emergency in October 2019 and a working group was formed to monitor the effects of climate change on the Town and its carbon footprint. Nine months later the committee has still not met as its Chairman, the leader of the

Town Council, is awaiting action from this Borough Council. The forced lockdown during the Covid-19 pandemic has seen much reduced traffic especially on our road network. How is this Council going to work with both local Town and Parish Councils to take advantage of this to maintain the reduced levels of pollution that have been seen throughout the country and to encourage walking and cycling?

4.5 Swallowfield

James Vyvyan-Robinson has asked the Executive Member for Highways and Transport the following question:

Question

What action is the Council Executive going to take to rectify the A33 road surface noise bearing in mind the severe and life changing impact the increased noise is having on the mental health and wellbeing of local residents?

4.6 Swallowfield

Colin Brooks has asked the Executive Member for Highways and Transport the following question:

Question

In respect of the resurfacing of the A33 bypass near the village of Riseley, please can you explain the criteria used in the decision making process. I am interested to understand if the decision was purely financial and if the increased environmental noise pollution, impact on health, wellbeing and enjoyment of local residents or the potential devaluation of property (and subsequent negative equity position for newer residents) were included in the process or completely overlooked?

5.

MEMBER QUESTION TIME

To answer any member questions

A period of 20 minutes will be allowed for Members to ask questions submitted under Notice

Any questions not dealt with within the allotted time will be dealt with in a written reply

5.1 None Specific

Michael Firmager has asked the Executive Member for Environment and Leisure the following question:

Question

What can we do through the Arts and Culture Strategy to help lift Wokingham Borough out of the coronavirus emergency?

5.2 None Specific

Paul Fishwick has asked the Executive Member for Environment and Leisure the following question:

Question

There have been a number of street trees that have been removed, but not replaced, in the last few years and in many cases the verge is wide enough and conditions suitable to enable replacements to be planted.

Wokingham Borough Council does not have a tree replacement Policy but has planted new trees elsewhere. The loss of these trees has changed the street scene making it look more 'urban'. Will the Council ensure street trees are replaced wherever feasibility possible including locations where trees have been lost in the last 5 years?

5.3 None Specific

Rachelle Shepherd-DuBey has asked the Executive Member for Planning and Enforcement the following question:

Question

When are you planning to restart the Local Plan Update Committee, since Grazeley is non-viable without the DCLG funding according to a statement by the Housing Executive at an Executive Committee Meeting and most other sources are not available due to the spending on the Pandemic?

5.4 None Specific

Gary Cowan has asked the Executive Member for Planning and Enforcement the following question:

Question

From time to time I see planning applications with Officer recommendations approving the removal of trees while other planning applications approve increased traffic on already busy roads.

My question is with regard to the Council flagship policy on climate emergency what specific directions has the Council given to its Planning, Environment and Highway departments to take climate emergency into consideration when dealing with all planning applications?

5.5 None Specific

Sarah Kerr has asked the Leader of the Council the following question:

Question

Does the Leader of this Council acknowledge that poverty exists within the Borough?

5.6 None Specific

Andrew Mickleburgh has asked the Leader of the Council the following question:

Question

The fact that poverty is multi-dimensional, and that some of its elements and manifestations are intangible, are just two of the challenges that make poverty complex to measure and track. Notwithstanding, it is vital that this is done in order to serve our residents – to help to reduce numbers falling into poverty, and to help to lift others out of poverty; and to ensure a timely, efficient and effective use of scarce resources. What processes and procedures are in place in our Borough to ensure timely, meaningful and comprehensive data on poverty, in all its manifestations wherever it might exist in our community, is being collected and used to good effect?

5.7 None Specific

David Hare has asked the Leader of the Council the following question:

Question

Charities are amongst the many organisations raising alarm that large numbers of people in all parts of the UK are falling into poverty as a consequence of the Covid-19 pandemic. Many of these charities have also seen their own financial resources slashed, and thus their ability to help people in need, suffer as a result of the pandemic. What is WBC's strategy for ensuring that key local charities engaged with tackling poverty in our Borough will be able to meet the increasing demand for vital services provided by charities, despite the current funding crises that some of these charities face.

5.8 None Specific

Bill Soane has asked the Executive Member for Finance and Housing the following question:

Question

In view of the Government announcement regarding recompense to assist local authorities in their shortfall in income at their leisure centres during the Covid-19 pandemic, will this grant assist the Council in any way, and if so how?

5.9 None Specific

Chris Bowring has asked the Executive Member for Environment and Leisure the following question:

Question

Would the Executive Member tell me how the 'Tackling Racism Matters' survey is progressing?

Matters for Consideration

6.	None Specific	SHAREHOLDER'S REPORT	31 - 36
7.	None Specific	REVENUE BUDGET MONITORING REPORT FY2020/21 - QUARTER 1	37 - 56
8.	None Specific	CAPITAL MONITORING 2020/21 - END OF JUNE 2020	57 - 64
9.	None Specific	TREASURY MANAGEMENT OUTTURN 2019-20	65 - 80
10.	None Specific	WOKINGHAM OUTBREAK CONTROL PLAN SUMMARY	81 - 100
11.	None Specific	CENTRAL AND EASTERN BERKSHIRE JOINT MINERALS AND WASTE PLAN: DUTY TO COOPERATE	101 - 172
12.	None Specific	CENTRAL AND EASTERN BERKSHIRE JOINT MINERALS AND WASTE PLAN: PROPOSED SUBMISSION PLAN	173 - 400
13.	Bulmershe and Whitegates; Hurst	CLIMATE EMERGENCY ACTION PLAN – DINTON ACTIVITY CENTRE (DAC) PROJECT	401 - 408

A decision sheet will be available for inspection at the Council's offices (in Democratic Services) and on the website no later than two working days after the meeting.

CONTACT OFFICER

Anne Hunter
Tel
Email
Postal Address

Democratic and Electoral Services Lead Specialist
0118 974 6051
anne.hunter@wokingham.gov.uk
Civic Offices, Shute End, Wokingham, RG40 1BN

**MINUTES OF A MEETING OF
THE EXECUTIVE
HELD ON 28 MAY 2020 FROM 7.00 PM TO 8.25 PM**

Committee Members Present

Councillors: John Halsall (Chairman), John Kaiser, Parry Batth, UllaKarin Clark, Charlotte Haitham Taylor, Pauline Jorgensen, Charles Margetts, Stuart Munro, Gregor Murray and Wayne Smith

Other Councillors Present

Andy Croy
Lindsay Ferris
Guy Grandison
Pauline Helliard-Symons
Graham Howe
Sarah Kerr
Dianne King
Tahir Maher
Andrew Mickleburgh
Angus Ross
Imogen Shepherd-DuBey
Rachelle Shepherd-DuBey

118. ONE MINUTE SILENCE

The Leader of Council acknowledged that tonight was the last “clapping for the NHS” and advised that although he would not be stopping the meeting at 8.00pm this was not intended to be an act of disrespect as the Council very much valued the work of NHS staff.

Councillor Halsall then led the meeting in a minutes silence for those who had sadly died and suffered during the Covid-19 pandemic.

119. APOLOGIES

There were no apologies for absence received.

120. MINUTES OF PREVIOUS MEETING

The Minutes of the meeting of the Executive held on 22 April 2020 were confirmed as a correct record and would be signed by the Leader of Council at a later date.

121. DECLARATION OF INTEREST

Councillors Stuart Munro and Gregor Murray declared prejudicial interests in Agenda Item 122, Small Business Discretionary Payment, by virtue of the fact that their businesses may be eligible for such a payment. Councillors Munro and Murray therefore left the meeting during consideration of the report and did not take part in any discussions or the vote.

122. PUBLIC QUESTION TIME

In accordance with the agreed procedure the Chairman invited members of the public to submit questions to the appropriate Members.

122.1 Simon Cooper asked the Leader of the Council the following question:

Question

Following the fatal accident at my home in January and the one three years prior to that and the other five serious accidents outside my property in the last 7 years, please can the Council provide a thorough update as to the progress being made (please be very specific in your answer) and what timescales are being followed to resolve this matter, please also in your answer include the data gleaned from the speed surveys conducted in March (happy for the data to be anonymised to protect the innocent).

Answer

The Council notes your continued interest in the progress being made with regard to traffic safety in Mortimer Road, Grazeley and I can confirm that, despite the current public health demands we are coping with, the Council has met all of the commitments made to you in the previous Executive responses and this has been directly communicated to you in email communications by Officers.

In particular, traffic speed surveys have been concluded at four locations, as agreed with Thames Valley Police and as advised to you by Officers at a meeting on site. The data from these surveys have been analysed and results confirm that conditions remain much as they were prior to the fatal collision, with traffic speeds remaining broadly compliant with the speed limit. A copy of the survey data has also been provided to you in response to a Freedom of Information request that you made and the same data has also been passed to the Police, to assist in their undertaking of traffic management and fatal collision investigations which, as you are aware, have yet to be concluded.

The Council may not see the outcome of these investigations until reports are passed to the Coroner and it would be therefore inappropriate for it to take any specific action with regard to infrastructure improvement, until the outcome of any inquest is known along with any specific requirements for action that the Coroner might impose upon the Council in its role as the highways authority.

Notwithstanding this, you have been informed of the Council's investigation into the potential for average speed enforcement cameras, at appropriate locations along Mortimer Road, which has now concluded and I can advise you that we will be seeking both the support of the police and the local community through a formal public consultation process, once the outcome of the Coroner's inquest is known.

The Council's programmed resurfacing work for Mortimer Road is now rescheduled to be undertaken in June, following which road markings will be reinstated and this will reinforce the traffic safety measures already in place.

I would take this opportunity, once again, to acknowledge your continued anxiety and extend every sympathy in respect of the current circumstances. Members are just as keen to see the conclusion of this phase of the investigation as quickly as they are, in order that the next phase can move forward but, until that is possible, we must patiently await the police and Coroner's reports.

122.2 Mike Smith had asked the Leader of the Council a question but this was subsequently withdrawn following publication of the agenda.

122.3 Darryl Campbell asked the Executive Member for Highways and Transport the following question:

Question

It was with great delight that I met the Government's recent announcement that English authorities will receive advanced funding for walking and cycling to the tune of £250m. How does Wokingham Borough Council plan to spend this money?

Answer

Yes we were pleased too. We are currently considering options for using the funding. We have been in regular contact with the DfT and they have told us we should know what our allocation is likely to be very shortly. We anticipate that it is going to be a lump sum based on fixed criteria rather than a bidding process but we do not know actually know how much money we have got yet. There is no time for a competitive process to take place.

Officers have been discussing a number of plans as well as considering ideas put forward from the public, businesses and elected Members and once we know the level of funding available we will be able to determine what we can achieve.

As you know we have got an excellent active modes of sustainable transport team called My Journey who were recently awarded Local Authority /SGO Host School Partner of the Year at the 2020 national Bikeability Awards, beating Manchester and Lincolnshire CC who were joint runners-up. We want to continue this excellent track record and continue to provide the skills needed as well as the facilities such as Greenways and the London Road Cycle route, currently under construction. I am sure we will be able to utilise this funding to make a difference in the short term but I also hope that there will be a legacy so what we would like to do is do something that improves cycling now and also improves it in the future. I would be interested in your ideas actually.

122.4 Sam Turvey had asked the Executive Member for Finance and Housing the following question but due to his inability to attend the meeting a written response was provided:

Question

Given the recent spate of burglaries across the Borough, and rising crime rates more generally over the last year, is the Executive satisfied that recent increases in council tax bills for policing and crime prevention has been money well spent?

Answer

Thank you for your question, firstly I would like to clarify that policing is not a direct responsibility of this Council and the costs associated with the police force does not sit within the Council Tax for Wokingham Borough Council, these costs fall within a precept we collect on behalf of Thames Valley Police. We do however work in partnership with the Police and other agencies to reduce crime where we can.

Fortunately, Wokingham remains a very safe place to live and work. However due to the affluent nature of the Borough it remains an attractive place for traveling criminals to target.

123. MEMBER QUESTION TIME

In accordance with the agreed procedure the Chairman invited Members to submit questions to the appropriate Members

123.1 Imogen Shepherd-DuBey asked the Executive Member for Finance and Housing the following question:

Question

We realise the Council Finances are being severely affected by the Coronavirus Crisis. Please can you detail what affect this will have on WBC's Capital Projects? Will any works be delayed or affected?

Answer

It is likely that there are going to be some delays in the capital projects within the programme, as the Covid-19 pandemic will undoubtedly affect the supply chain for the Council's various contractors. This is also the same for the builders and the providers for some of the S106 money. However early signs are that the economy is starting to move again and the construction industry is returning to work, in accordance with the guidance on social distancing, and following the key messages of 'stay alert, control the virus and save lives'.

The Council's senior leadership are currently reviewing the capital programme with a view to considering any impact of Covid-19 on resourcing and potential changes to the service requirements. Proposed changes to the Capital Programme will be reported back to Executive if there are any.

Supplementary Question

Obviously I mean we see John Halsall's statement on the front of the Wokingham paper this week and we obviously know that the Council's finances are going to be affected. I would like to know some idea of where you are going to recoup some of the money that we obviously need to scrape back from the Covid crisis?

Supplementary Answer

The simple answer to that Imogen is that we do not know the extent of the issue. Obviously we cannot if we do have a problem recovering CIL and S106 from developers, and there is no saying that we will, if we do it may be a deferral which will mean that we will have to fund that somewhat longer. Unfortunately, or fortunately depending on where you are standing, we decide to forward fund as much as we possibly can. So roads and that sort of thing we would like to try and get those in before the development. Of course that means that we have to borrow that money albeit at a decent rate until we get the payment from the developers.

Now if we find ourselves in the situation there may be some of the nice to do things that we have got in our Capital Programme, which enhances the ambiance and the culture of the Borough, which we may have to seriously think hard about. I would hope that we do not stop anything. We may just find ourselves in the situation where we have to delay some of the stuff in the programme.

123.2 Angus Ross asked the Leader of the Council the following question:

Question

Please can you let me know the status of the Local Plan?

Answer

As you know the Core Strategy Local Plan and the Managing Development Delivery (MDD) Local Plan, alongside the joint minerals and waste focused local plans, form the statutory development plan for the Borough. Planning law requires that planning applications are determined in accordance with the development plan, unless material considerations indicate otherwise. We need an up to date and fully approved Local Plan to ensure that we have a defence against speculative development. At the moment our position is that we do not know what the Covid crisis will have done to our 5-year land supply.

Both the Core Strategy and the MDD are working to manage development in ways which meet the objectives of the Government's National Planning Policy Framework (NPPF). They are therefore broadly up-to-date.

Work continues on preparing new local plans. When completed, the Local Plan Update will replace both the Core Strategy and the MDD, and the Joint Central and East Berkshire Minerals and Waste Local Plan will replace the current joint minerals and waste plans.

The NPPF confirms that emerging plans are a material consideration and that weight may be given to relevant policies according to:

- a) the stage of preparation of the emerging plan;
- b) the extent to which there are unresolved objections to relevant policies; and
- c) the degree of consistency of the relevant policies in the emerging plan to the NPPF.

As you know we prepared a Local Plan update consultation. Responses were received from residents and other interested parties. The update was contingent on certain paradigms: the existing economic environments; the development of Grazeley would be infrastructure led with £1¼bn HIF bid for infrastructure; and no adverse consequence from the review of the AWE emergency plan action zone. The emergency plan action zone has been extended well into our Borough and encompasses what was included in the Plan as the Grazeley settlement. Notwithstanding Homes for England working with us for some considerable time and the Government's declaration of a garden settlement at Grazeley the HIF bid failed.

More importantly however the Coronavirus emergency has completely changed the economic environment. Because of the replies received and the changes in the paradigms we shall need to review our Plan update and hope to be in the condition to publish a revised Plan as soon as possible.

Supplementary Question

Thank you for that detailed update of where we are Mr Chairman I think I was asking about really what the status of that Local Plan update is. I think you have mainly covered it but perhaps just to say what we should be seeing next.

Supplementary Answer

There is a lot of work going on at the Council as to what we should do given the response to the consultation and we shall publish something, a revised plan, as soon as possible. We need to do so because we have already had threatening noises from speculative developers and I understand that several applications are being considered. So we need to put our defences up and the only absolute defence against speculative development is an up to date and fully developed Local Plan.

123.3 UllaKarin Clark asked the Executive Member for Health, Wellbeing and Adult Services the following question:

Question

Do you feel that the care homes in the Borough have done all they can to limit the spread of Coronavirus and is our statistical base now solid?

Answer

Our care homes have worked tirelessly through this extremely difficult time to help support their residents and I would like to voice my thanks to all of them.

Care homes in Wokingham are usually run by private or voluntary sector service providers. Private care homes are run for profit by private organisations and individuals. Voluntary sector homes are not-for-profit and are run by registered charities, sometimes religious organisations and housing associations.

There are 53 CQC registered care home settings within Wokingham; this is a broad definition and includes many different services i.e. older people care homes, residential and nursing, and learning disability.

Wokingham Borough Council has taken ground-breaking action to help protect its care homes during the Covid-19 crisis.

Last month the Borough Council took the unprecedented decision to go against national Government guidelines by refusing to take patients discharged from hospital into care homes unless it was certain they did not have coronavirus. At the same time, the Council with its partners in the health service, set up a 'task force' of specialists to work with care homes to make sure they were ready to cope with patients who had the virus and that their infection control procedures were of the highest standards. The 'task force' has now worked with 14 care homes in our Borough to make sure they can start to take hospital discharges again.

As with all care homes across the country, those in Wokingham have been coping with a very difficult situation. People have died of Covid-19 in our homes and our thoughts are with them, their loved ones and the staff who are the people who care for them.

In the first period of the pandemic we became very concerned that the situation in care homes was worsening so we lobbied our MPs and the Local Resilience Forum for increased testing of those discharged from hospital, for those in homes, the staff and for improved supplies of PPE. We increased our support to local care homes providing emergency supplies of PPE and forming a 'task force', which I mentioned before.

Despite this lobbying Government guidelines continued to allow the discharge of patients which is why we took the decision to stop discharges unless the patient has tested negative, is without symptoms or our 'task forc'e was certain the care home could cope with positive cases.

We now, as I said, have visited 14 care homes and they are at a place where we can take people safely into these homes. I would like to personally thank all the care home staff and management for the immense effort they have put in to keep people supported in the most difficult of situations.

We have also supported care homes in other ways:

- We have offered an improved funding deal for care homes who we contract to with the ability to get additional temporary funding;
- We have offered help with the supply of PPE. 231,000 pieces of PPE have been supplied to our care homes;
- We have offered regular advice and guidance. We have been ringing the management and staff regularly to provide support. Over 300 calls to registered care homes;
- We have tested staff with symptoms, more than 250 so far plus others who have self-referred themselves; and
- The offer of access to staff in an emergency and infection control hotline has been established.

123.4 Guy Grandison asked the Executive Member for Children's Services the following question:

Question

How have Children's Services managed to continue to deliver services in these challenging times especially in respect to our most vulnerable families?

Answer

In response to Covid-19, Children's Social Care has adapted and amended how we deliver our services to ensure that both children and workers are safe and the risks are mitigated. Our changes are based on the Government's advice and guidance such as: social distancing, good hygiene and not undertaking unnecessary journeys. The changes to our practice and service delivery could be summarised as:

- Risk assessments and mitigation of risks;
- Visiting the families we are most worried about and having the correct Protective Equipment when necessary, such as masks and gloves;
- Adapting our offer and supporting families differently depending on their needs; and
- Of course we now have digital technology which has supported us in our engagement with families; and
- Also of course remote working.

We are focused on keeping children safe and keeping our staff safe as well as our statutory duties. This is, as you can imagine, a delicate balancing process.

Most workers are now working from home and this has been possible because of the new IT equipment we have. We have also changed the way we do recording so that we accurately capture how our visits are taking place; if it was by phone, video call or face to face.

All Child Protection visits in the Borough are ongoing and are face to face using all safety precautions as required. Child Protection Conferences and Looked After Reviews are taking place remotely via conference calls.

All 'Looked After Children' cases have been reviewed and where possible visit time frames amended; in line with the statutory requirement of each case. The availability of new apps

and software has supported the use of video calling to communicate with children regularly. In addition to this the Bridges Resource Centre is continuing to offer a residential respite service, although it has been slightly reduced.

All court applications for Public Law (where we need to protect a child) and Youth Justice are being completed remotely via video link. The number of contacts made to our 'front door' i.e. duty, triage and assessment has reduced and we are using some of the capacity created to support pressures and gaps in other teams and assist with visits.

Finally we are meeting weekly with the Berkshire West Safeguarding Children's Partnership, which includes Health and the Police, to identify and address any issues or themes as they arise.

Supplementary question

It sounds like you are doing good work. In the question you mentioned technology but one part I did not catch you speaking about there in regard to schooling. So how has the virtual school been performing in this time period within the children in their cohort?

Supplementary Answer

Students are provided with work packages and on-line learning materials and in addition our Looked After Children, as you know we are all in locum parentis as a Councillor i.e. Corporate Parents and for them we have provided on line encyclopaedia, and they also have 1:1 tutoring.

123.5 Graham Howe asked the Leader of the Council the following question:

Question

Whist there is much to congratulate the Officers and participating Members for their dedication and action during the Covid emergency, it has invoked much change in priorities, operations and outcomes.

Can the Leader outline what the Council has done well, not done well, that is within and outside the Council's control and as part of the answer, could the Leader outline lessons that have been learnt for the future operations of the Council?

Answer

It is almost three months to the day that I was first notified of a Covid case in Wokingham Borough. It has been a long three months.

The Chief Executive, Directors and the Members of the Executive have been magnificent. All our Officers have been exemplary during this period and prepared to turn their hands to anything. The voluntary sector worked with our Officers to achieve the unachievable and I am hugely grateful to both. Residents have volunteered in huge numbers and largely espoused the conditions which have been forced upon them. There have been innumerable local volunteer groups supporting each other. Councillors from all parties have contributed massively to our efforts and suspended political activities although I know they are creeping back. A big thank you to you all.

The impact of Covid-19 on Council services has been very profound. It has affected all the aspects of the Borough Council and the Borough. We have focussed on the very immediate matters such as supporting care homes and working with our valuable partners on our community response. We have sought to deliver our universal services in the same

way as far as possible. We have redeployed staff extensively throughout the organisation to ensure we have staff in the right places and flexible arrangements to ensure we can easily change should that be required.

My Executive colleagues will all have covered in more detail our actions regarding care homes, our community response and Children's Services and my focus will be on our universal services and lessons learnt.

We have done all that we can to keep those services going that most affect, if not all of our residents eg. waste collection and recycling, and highways maintenance. We have not only achieved this in most services, we have also escalated improvement and repair work to the Borough's highways, taking advantage of the opportunity of far fewer cars on the network. This has included 'hard to do' works including Showcase Roundabout. Works have started on a programme of seventeen accelerated carriageway resurfacing schemes on 6th April 2020 and should be completed by mid-June. At the same time we quickly suspended civil parking enforcement.

We decided to continue to collect garden waste, and as a result, whilst the Re3 Partnership was forced to close the household waste recycling centres, which have now re-opened, we have not seen exceptional increases in fly-tipping that have been reported elsewhere in the country. Our Localities Enforcement Team have continued working and dealing with a full range of issues.

We have kept our country parks open, unlike our neighbours, allowing residents to enjoy open space and whilst we have had to close the car parks for the early weeks of the emergency, we have now reopened them and provided additional staff resources to ensure that social distancing is maintained.

Despite most of our staff working from home we have managed to maintain a full front-line service to residents contacting the Borough through our Customer Delivery service, with staff dealing with online and telephone requests. We are largely paperless and can access the information we need. We have only stopped those services such as weddings, citizenship ceremonies and birth registrations where the Government has requested us to do so.

We acted fast to provide safe emergency accommodation for homeless households, rough sleepers, children in care and repatriated residents as well as temporary accommodation for key workers. We have liaised with local bus operators to ensure that the much reduced levels of service still meet the essential needs of residents and key workers.

Whilst we have had to close our libraries in line with Government restrictions we have expanded and promoted our range of online services to include electronic books and magazines, added free music streaming and a whole series of online virtual events. A large proportion of the library staff were rapidly redeployed to provide additional assistance to the most vulnerable.

Using staff redeployed from services which have had to scale down this has meant that funding crucial for their survival has been allocated quickly and efficiently.

Lessons learnt for future operations. Fundamentally we have learnt that our resilience and business continuity plans are sound, and have worked well. The Council's investment in

digital technology to enable our staff to work from home has proved its worth beyond doubt.

We have also learnt that we are able to flex and adapt fast and that our vital relationships with key contractors, such as our waste and highways contractors, are strong and have enabled us to keep delivering when some other authorities have struggled or stopped.

Our experience of social distancing will be built into all future arrangements including reception points and libraries when they reopen.

We hope to continue to build on and expand our range of online and telephone assisted services and continue to offer organised telephone/video appointments going forward for the convenience of our residents and customers.

In the future we will develop our relationships with local businesses further particularly regarding promoting and accessing grants, and assisting with health checks, and look to see how we can build on any benefits/opportunities around climate emergency.

Similarly the fantastic work that we have built with the voluntary and community sector will be the foundation of our future relationship. At the same time because our contact with vulnerable people in the Borough has been extensive, using many extra staff, we now know much about the community which can be fed into our future thinking about service provision.

As we are still very much in the midst of our response, we are not in a position to have identified all the lessons; we will do this in the coming weeks and months.

Supplementary Question

Thanks for that answer which covers a great breadth of work done by the Council and it is, as you say, early days and very much a work in progress to make change. As unlocking and understanding the new norm evolves it would be easy to slip back into the old ways and lose momentum in making improvements for all Wokingham Borough's residents. What do you think we should be putting in place to avoid any such slippage?

Supplementary Answer

This Administration has been in post for just 12 months and a key ambition was to build morale within the Council staff and create a can-do attitude where staff are encouraged to make decisions and take risks, learn from mistakes and be open about them. Our response to Coronavirus has been just that. Officers at all levels took decisions quickly and courageously. They did and are continuing to do a magnificent job.

Another key ambition was to focus on serving our residents and I am sure that everybody will agree that the Borough was an exemplary. We will not go back to our old ways we will build a Council where Officers are proud to serve our residents who in turn are proud of their Borough Council.

I am pleased to announce that we have created a new post, with a Director Keeley Clements, to focus on our resident services and localities and Keeley started this week.

Another key ambition was to create a new environment to work with our voluntary sector partners and so during the next few months we will be working hard as our current level of support diminishes to ensure that the co-operation achieved continues.

But it does not end there we have been working well with our excellent GPs, throughout the Borough, and NHS partners with whom we wish to extend this relationship.

Lastly, but not least, we need to build on the excellent relationships we have enjoyed with the Police and other blue light services.

123.6 Dianne King asked the Executive Member for Health, Wellbeing and Adult Services the following question:

Question

Please could you give us an update on Wokingham's community response to Covid-19?

Answer

I can confidently say that I have been amazed and humbled by the speed and quality of the response the Council and its community partners have delivered at this difficult time. It is a real credit to Wokingham that we have been able to support our vulnerable so well and I would like to thank every single person who has been involved.

The Wokingham Borough Community Response (WBCR) provides a single point of contact for residents to access support during the Covid-19 pandemic.

Citizens Advice Wokingham provides a 'One Front Door' service for residents. Wokingham Borough Council staff and Citizens Advice staff and volunteers, take phone calls and respond to emails requesting support. They work together to assess residents' needs, provide advice and get people support from the right scheme and directing them to services such as:

- the Link Visiting Scheme's Talking Buddies programme for people feeling isolated and lonely;
- the Wokingham Foodbank for those struggling to access food;
- Wokingham Volunteer Centre have supported collecting and delivering pharmacy prescriptions as well as helping to track down other volunteers; and
- First Days Children's Charity has supported the Food Hub to deliver food parcels across the Borough.

Wokingham Volunteer Centre and The Link have supported the recruitment of 600 additional volunteers. AgeUK has expanded their Home from Hospital Service to provide additional support.

Now to give you the latest up to date figures, because obviously the figures which are in the press pack are going to be two weeks out of date. So far we have helped:

- 1,922 households;
- Delivered nearly 3,700 food parcels to 872 households;
- 677 people aged 70 or plus have received food parcels;
- 438 households have received regular deliveries;
- Dealt with 744 prescription referrals;
- Called almost 7,500 people basically on a regular basis to check that they are ok.
- Those people who needed welfare support and 45 people supported at home on the Home to Hospital Scheme.

You find out what a community is all about basically when it is an issue like this and I know from comments I have had from other people, outside of this Borough, what we have here is something we should all be very proud of.

Supplementary Question

I would like to echo your thanks to all those amazing organisations and individuals that have gone out of their way to help in this very difficult situation. Whilst the situation continues are there plans going forward on how we can deal with this?

Supplementary Answer

We have been working on a plan for probably the last month now in conjunction with our voluntary sector partners to extend this support towards the end of the year because the reality is that some people are going to need it. Trying to encourage people where possible to seek other routes but providing support for those who cannot find it anywhere else. We have done the hard part and we are not going to let these people down now.

Aside from that just before Covid, in the pre-Covid days, we had spent a lot of time trying to work with the voluntary sector to work towards a plan where we could work together more effectively going forward. Now this scheme has shown how well we can work together when we have a common purpose at heart. So discussions are going on longer term about how to button the voluntary sector in wherever possible to our Voluntary Care Strategy and to try and continue this level of co-operation going forwards.

123.7 Abdul Loyes had asked the Executive Member for Health, Wellbeing and Adult Services the following question but due to his inability to attend the meeting a written response was provided:

Question

It would appear on the face of it, the incidents of deaths in care homes from Covid-19 is higher in Wokingham than our neighbouring authorities. Can you please confirm if this is the case and if so, why?

Answer

Any local death is an extremely important issue for Wokingham Borough Council.

Our Council staff have been working hard to support local care homes during the pandemic since March and I have outlined all this support in the previous/prior answer I have given.

The Office for National Statistics (ONS) publishes data on Covid-19 related deaths within all care homes across the country.

This ONS data shows that between the 1st January and 1st May 2020, 52 (Covid-19 related) deaths occurred within Wokingham care homes. This appears the second highest number of Covid-19 deaths reported among boroughs in Berkshire

However, the public are advised to take extra caution when comparing Covid-19 deaths between neighbouring authorities. This is because different Boroughs have different population sizes, with different age structures and some with more elderly residents than others.

Therefore, in order to make fairer comparisons, it is crucial that we standardise the ONS data for the number of residents, their ages, their vulnerabilities, and the number of care homes across each borough. We are publishing this data now on our website.

Here are three separate publications; each of which use a standardised approach to comparing deaths between Wokingham and neighbouring boroughs:

- Excess Mortality for all causes of deaths in Wokingham residents (ONS data) 1st January to 1st May:
 - The ONS publish weekly updates on all deaths caused by Covid-19/and or other causes ('all cause' mortality);
 - The UK's Chief Medical Officer has recommended this particular publication as the best approach for comparing the impact of Covid-19 between boroughs;
 - The data shows that excess Wokingham deaths are occurring at a similar rate to neighbouring boroughs in Berkshire.
- Age standardised mortality rates: 1st March to 17th April:
 - In addition, the ONS have published comparable Covid-19 death rates which take into account different age structures between boroughs;
 - All things being equal, Wokingham reported a lower Covid-19 death rate (32 deaths per 100,000 residents) compared to most neighbouring boroughs. Wokingham also reported a lower Covid-19 death rate than the national average (37 deaths per 100,000).
- Comparing deaths by total number of care homes:
 - Another way to make fairer comparisons is to consider the differing sizes of each care home population; because some boroughs have more care home residents than others;
 - Wokingham has a high number of care homes in Berkshire:
 - There are 53 care homes in Wokingham registered with the CQC;
 - By comparison, there are 14 care homes in Bracknell.
 - If we compare rates of care home deaths as a proportion of the total care homes within each borough, Wokingham reports the third-lowest Covid-19 death rate between boroughs in Berkshire. This ranges between 29 and 142 deaths per 100 care homes with Wokingham at 98.

As with care homes across the country, those in Wokingham Borough have been coping with a very difficult situation during this crisis. People have died of Covid-19 in our homes and our thoughts are with them, their loved ones and the staff who are care for them. We have and continue to lobby for solutions and offer all the support we can to our care homes.

123.8 Rachelle Shepherd-DuBey asked the Executive Member for Environment and Leisure the following question:

Question

How will you maintain social distancing with probable increased patronage if we reopen car parks at country parks?

Answer

As you know the car parks have been open now for a good number of days and you have asked specifically about the social distancing measures.

The Council actually took a full risk assessment in advance of reopening the car parks at the country parks and these have focussed mainly on the social distancing to protect the safety of our residents and our staff. Measures to secure this include: only a partial opening of all car parks at our main sites to keep visitor numbers to a manageable level; a combination of social distancing marshals patrolling these parks; give way signage at pinch points; keep left posters on bridges; and one way routes on narrow paths and boardwalks. Where social distancing cannot be maintained facilities such as the park toilets will remain closed.

We feel confident that these measures will be sufficient to maintain social distancing but we have to rely on our residents to ensure that they adhere to the guidelines when they visit the country parks to enable the car parks to remain open. I must say and admit that our residents behave very responsibly to all this response and this will be kept under constant review to ensure that safety of staff and residents is maintained at all times and contingencies are in place to work with the Police, Highways and our parking partner NSL as and when required.

Can I take this opportunity to thank all our Officers and our staff for ensuring the safety of our residents.

Supplementary Question

If you have not been to Dinton lately you will realise that people are not doing social distancing properly. They do not seem to be doing that and I have not seen anybody actually telling people to split up. There are lots of people having picnics together and unless they have some very interesting family groups they seem to be teenagers walking together, hand in hand, things like this. I do not they are actually married to each other or living with each other. If they are it is a little bit of a strange situation.

So what are we actually doing about this?

Supplementary Answer

I visited the park myself and I also keep in constant touch with the staff and the management there. They have reported no misbehaving of our residents and I am confident and really pleased that everybody is behaving themselves. Like you say if you see couples holding hands we do not know if they are married or not or whether they are living together.

Additional Question

At 16 I doubt they are married besides which I walk in Dinton Pastures every day with my dog and I have seen a lot of people not doing that so it would be nice to have more people actually telling people. Saying can you separate a little bit please like that.

Additional Answer

Our staff have been very, very, good at that and if they see anything that is untoward they will take action and we have additional marshals on site on busy days and social distancing is being practised and respected as far as I am concerned. I do take note of what you say Rachelle and will raise it with the management at Dinton Pastures to make sure that we do respect all this.

123.9 Andrew Mickleburgh asked the Executive Member for Children's Services the following question:

Question

I have heard some very positive feedback from parents about the help provided by schools in our Borough to support continued studies during the lockdown. However during lockdown, inevitably for multiple reasons, potentially quite large numbers of pupils will have fallen behind their peers in terms of learning. In some cases this gap is likely to be significant, with the potential for a long-term negative impact in term of learning and self-confidence. Is WBC planning to offer any targeted support to schools that could help pupils who have fallen behind their peers during lockdown to quickly catch up again?

Answer

It is important to remember that the schools have been open for key workers' children and for vulnerable children. For those children studying at home our Officers have worked very closely with the schools sharing on-line resources for home learning.

Our Officers are currently working with schools through a range of meetings and round table discussions on how we best can help to school them and initial advice, as you know, is that the schools should open slowly and in a controlled way starting with reception, Year 1 and Year 6. This depends on the five tests being met to reduce the national alert level to 3, to provide a greater focus on pastoral support that enables pupils to re-engage with the process of class based learning. This means that the teachers will have time to assess the level of the impact that home learning will have had on each individual pupil, which by its very nature will be different depending on the child's circumstances and they will then have to adapt the learning curriculum so that the children can get back to the way they were before the lock-down happened.

Where there is a need for specific targeted responses to particular schools or individual students, Children's Services will be working again with the schools, and other services, to help the Heads and teachers to identify the best way to meet the individual child's needs.

Supplementary Comment

I do not have a question but I would like to say that I, and many parents and pupils, are very grateful for this much needed support so thank you very much.

123.10 Sarah Kerr asked the Executive Member for Children's Services the following question:

Question

Like many parents right now, I am feeling quite nervous about the prospect of sending my young children back to school. Socially distancing children is not easy, and many of us know from experience how easy it is for various illnesses to get transmitted. Many parents will not feel confident yet that the school environment is safe for them, their family and school staff. How is WBC planning to approach this issue?

Answer

Firstly I would like to say that every school will do a risk assessment and they will decide whether they are ready to open or not. As you are aware no school is being forced to open; it is up to the individual school to decide if they are going to open and for them to arrange the schooling for the individual students. Children's Services are in daily contact with the headteachers and are working with them on developing a response to ensure that the emerging guidance is implemented in advance of opening the school.

The latest scientific advice from Government is that children of all ages have less severe symptoms than adults if they should contract the virus and there is a great deal of confidence that younger children are less likely to become unwell if infected with the virus. However it is up to the parents if they want to send their children back to school or not and I think that is the correct way of doing it. If a parent is worried and does not feel confident then they can keep their children at home.

We will be working with schools to manage limited attendance and will be creating small teaching groups of no more than 15 students so that they can maintain strict social distancing. That means that we will have, for example, staggered drop off and pick ups, lunch and break times will be different so that children in different teaching groups will not mix.

We will also be supporting schools to implement additional protective measures. We will be helping them with cleaning materials and equipment necessary.
(At this point in the meeting the connection with Councillor Clark was lost)

Supplementary question

I did not hear all of the answer. I heard a lot about whether it is safe or not for children to go back. My concern is not just about the virus but about the mental health of our children. What I specifically did not catch anything of was how families who choose not to send their children back to school - what support is going to be there? I appreciate that a lot of that comes from the schools but I am assuming that the Council is going to be supporting schools to not only look after and teach the children that are going back into school but providing support to those families that have chosen to stay at home as well. I couldn't hear any of that I am afraid.

Supplementary Answer provided by the Leader of Council

Wokingham Borough Council's policy on schools is that we have very competent teachers. We have very competent governors and our role is to support them in doing their job. We are not going to encourage or penalise parents for putting their children in school and we will support them as well. So in the context of what we can do we will support the schools in the children being at school, or the children not being at school, and we have a massive job which is identifying the children who may or may not be falling behind to bring them up to scratch.

Supplementary Answer provided at the end of the meeting by Councillor Clark

We will continue to work with the headteachers to ensure that those children are being given a good education although they are staying at home. So they are not going to be forgotten about and as I said before it is a parental choice whether they are going to send the children to school or not and there will be no penalty if they decide to keep them at home. So I think we have to be sure that there is a good risk assessment at the school but if parents still do not want to send their children it is their decision. It is also the school's

decision whether they are going to open or not so whether parents decide not to go, or if schools decide not to open, the Council will still be working with the school to ensure that the children are receiving a good education.

123.11 Tahir Maher asked the Executive Member for Finance and Housing the following question:

Question

Unfortunately, the proposed Revenue outturn for 2019/20 will be affected due to the current pandemic. The Council has had time to assess the impact from Covid-19 on the revenue outturn for 2019/20, consequently, what is the forecast and possible variance from the original outturn for 2019/20?

Answer

The 2019/20 outturn report has presented already in the accounts the impact on the Council's accounts of the Covid-19 pandemic for that financial year. The direct costs in 19/20 were £104k, but these were offset by the first tranche of Government funding from the Government which was received before the year end. Indirect costs were also absorbed by the services as these were minimal because we were very early into it. Mainly in the last week of March and these figures are also in the outturn figures already; which I will be reporting on tonight.

The main impact on the Council will be in the current financial year, which is 2020/21. The grant funding, less that used in 19/20, has been carried forward into the current year; even with this and the second allocation from central Government, the Council will still face pressure on its 20/21 budgets as a result of the response to the Covid-19 pandemic. Although our financial management arrangements remain sound we have unprecedented challenges as a result of this crisis and therefore we must continue to ensure our resources are targeted at those most in need in the community.

Supplementary Question

I think it has been partly answered but I will just highlight it again. It is just really looking at the forecast for 20/21 and the likely variance again budget. Is there anything to be really cautious about there that you may have foreseen now although I know it is a bit early?

Supplementary Answer

We feel we are on top of the numbers Tahir and they are not very appetising when you see how much money we are spending to support residents, to support care homes, but what we are doing we work on a regular basis with the Leaders of the other parties, your Leader as well, and we report on the financials on a weekly basis. Once we get to the first outturn of this year we will hopefully be in the position that we will be able to give a clearer picture as to what it is going to look like going forward.

123.12 Pauline Helliard-Symons asked the Executive Member for Environment and Leisure the following question:

Question

Can you tell me how Wokingham Borough Council has managed to maintain 100% waste collection when so many others did not?

Answer

This has been a real testament to the strength of our partnership working. The Wokingham Borough Council waste collection service is delivered by, as you know, Veolia who have worked with the Council throughout the crisis in an adaptable, flexible and pragmatic way to ensure that the best possible service is delivered to our residents, whilst following Government guidelines to ensure the safety of the workforce and the public.

A range of alternative operational practices have been implemented by Veolia to reduce staff contact and secure social distancing at the same time. Personal Protective Equipment and testing have been made available to Veolia's staff. Where staff have self-isolated, additional agency staff have been employed to maintain that 100% collections within the Borough that you mentioned.

I would like to thank Veolia for their magnificent efforts which epitomises our partnership working with them since 2012. I would also like to thank our Customer Delivery Team and the Community Transport Unit who worked together to continue the deliveries of blue bags and garden waste sacks to residents following the closure of the Council's libraries and community hubs.

We will continue to do our utmost to support our service and we are aware of how much residents appreciate the service being provided during these very difficult times. We have had quite a lot of positive feedback from many residents appreciating our continued service to maintain the 100% waste collection and long may that continue.

Supplementary Question

Please will you ensure the front line workers know how much we Councillors and residents appreciate what they are doing?

Supplementary Answer

I will do Pauline and I share your support there and we will all do our best to pass our thanks and our support to our contractors and their staff.

124. OFFICER RESPONSE TO ADOPTION OF ESTATE INFRASTRUCTURE REVIEW

The Executive considered a report setting out the Officer response to the Adoption of Estate Infrastructure Review which was undertaken by an Overview and Scrutiny Task and Finish Group.

Councillor Andy Croy, the Chairman of the Task and Finish Group, introduced the report and advised that the review was carried out because residents had informed the Council that the adoption of new estate infrastructure i.e. highways, open spaces etc had often not proceeded as they had hoped and this had often lead to a lot of distress. The purpose of the Task and Finish Group was therefore to look at the issues surrounding adoption and to see if recommendations could be made to the Executive which would allow for a smoother and more transparent adoption process. The aim was for the Borough, and particularly affected residents, to be provided with better quality infrastructure more quickly.

The Leader of Council went through the recommendations from the Task and Finish Group and the Officers' responses related to each was noted.

The Chairman of the Overview and Scrutiny Management Committee, Councillor Helliars-Symons, stated that she had found the report to be extremely balanced and welcomed the

Officer input. She also voiced her support for all the recommendations within the report and hoped that the Executive would accept them.

RESOLVED: That the Officers' responses to the Task and Finish Group's review contained within the report be approved.

125. REVENUE MONITORING 2019/20 - OUTTURN

The Executive considered a report setting out the Revenue budget outturn for the 2019/20 financial year.

During his introduction the Executive Member for Finance and Housing advised the meeting that although the budget showed a variance of just under £500k this represented a significant improvement on the position forecast at the mid-year point which was closer to £1m. Councillor Kaiser highlighted that this movement had been as a result of the continued work that had been undertaken by the Improvement Boards in both Adult's and Children's Services and had been achieved even though an overspend was showing in Children's Services of £2m. Councillor Kaiser praised the Officers for all their hard work.

Councillor Kaiser also drew the Executive's attention to the recommendations within the report and the fact that from a budget of £124.3m, £124.7m had been spent, which was less than a third of a percent increase, which he felt was very impressive.

Councillor Kaiser also highlighted that the general fund balance at year end was £9.1m which had improved by £0.3m from last year. This represented a prudent level which was above the CIPFA recommendation for the minimum reserves.

Members were advised that with regard to the 2020/2021 Revenue budget it was currently difficult to plan due to the considerable impact of Covid-19 and further information would be provided at a future meeting.

RESOLVED that:

- 1) the outturn position of the revenue budget and the level of balances in respect of the General Fund, Housing Revenue Account, Schools Block and the Authority's investment portfolio be noted;
- 2) the General Fund carry forward requests of £2,734,399, as set out in Appendix B to the report, be agreed;
- 3) the significant reduction in the overspend on the general fund revenue account achieved since the last report be noted; substantially this is a result of the continuous improvement work in the Adults Social Care and Customer and Localities directorates.

126. CAPITAL OUTTURN 2019/2020

The Executive considered a report setting out the outturn for the 2019/20 Capital budget.

The Executive Member for Finance and Housing informed Members that 74% of the Capital budget had been spent during the 2019/20 financial year which was a slight increase on last year's position. It was acknowledged that for a number of reasons, eg delays and reliance on third parties etc, it was difficult to spend 100% of the budget and deliver the Capital programme on time.

Councillor Kaiser reported that during 2019/20 the Council had delivered more capital investment than in any other year and had spent £171.3m; which was an increase of £39m on that spent during the previous financial year. This represented an increase of 30% year on year. Forecasts for the 2020/21 financial year had predicted a significant increase on that figure but that would, of course, be dependent on the emerging impact of Covid-19.

RESOLVED that:

- 1) the Quarter 4 adjustments to the capital programme be noted being the release of budgets in 2020/21, into the 2019/20 capital programme, to cover projects expenditure acceleration ahead of the original profile for:-

£198k Winnersh Triangle Parkway
£180k Dinton Activity Centre
- 2) it be noted that the funding of the Foundry (Pupil Referral Unit) will be utilising S106 and CIL contributions up to the value of £892k originally allocated to general Special Education Needs (SEN) projects;
- 3) the 2019/2020 Capital Outturn, as set out in Appendix A to the report, be noted;
- 4) the re-profiling of budgets into future financial years, as set out in Appendix B to the report, be approved.

127. TRANSFER OF LAND TO THE COUNCIL FOR COPPID BEECH PARK AND RIDE

The Executive considered a report in relation to the transfer of land to the Council to facilitate the Coppid Beech Park and Ride.

The Executive Member for Planning and Enforcement advised the meeting that the report only related to the transfer of land for the Coppid Beech Park and Ride as the decision as to whether or not to have a park and ride had previously been agreed by the Executive. It was noted that part of the S106 agreement with the landowner related to the transfer of land to the Council to create the Park and Ride.

RESOLVED: That it be agreed to procure provision of the Coppid Beech Park and Ride site. This will enable the transfer of land from the land owner in accordance with the Outline Application s106 agreement in relation to development at land at Keephatch Beech, Wokingham.

128. SMALL BUSINESS DISCRETIONARY PAYMENT

(Councillors Munro and Murray declared prejudicial interests in this item)

The Executive considered a report setting out a proposed Policy for the provision of Small Business Discretionary Payments.

The Executive Member for Finance and Housing advised the meeting that in response to the Covid-19 pandemic the Government had announced the provision of additional business rate support to some small businesses. This related mainly to those businesses with fixed property related costs which had not been eligible for other grant schemes that

were in place. The Government had recognised that economic need varied across the country so although they had set some national criteria for the fund they were allowing local authorities to determine which cases to provide support to within those criteria. The Government had also made it clear that local authorities needed to distribute the funding at the earliest opportunity which was why this item was deemed as urgent and was therefore being considered at this meeting.

The original guidance issued by the Government had since been superseded by a more detailed second version which was received after the agenda was published. It was also likely that further changes to the guidance would be received. Because of this Councillor Kaiser informed the meeting that he was proposing two amendments to the Policy and an additional recommendation as set out below:

- As stated in the policy discretionary grants were not subject to any formal statutory appeals process and there were no rights of appeal. However at the bottom of page 6 of the Policy an appeal process was actually mentioned. It was therefore proposed to amend this paragraph to state that there was no appeals process;
- As the Government guidance had been updated on a number of occasions, and it was likely to be further amended in the future, it was also put forward that an additional recommendation delegating authority to the Deputy Chief Executive, in consultation with the Executive Member for Finance and Housing, to make minor amendments to the Policy as a result of any further Government guidance;
- The latest version of the guidance was received over the weekend and this stated that people who had claimed as part of the self-employed income support scheme could now also apply for a discretionary grant and therefore there was also a need to reflect this change in the Policy.

Councillor Kaiser highlighted that the Council's discretion mainly related to the amount it wished to award to businesses. As the Council had only been awarded £1.1m to cover these payments, and as a way of making the money go further, it had been decided to award a number of smaller grants i.e. £3k and £5k which would benefit smaller businesses eg dog groomers, people who work from home as well as grants of £10k and £25k.

Councillor Haitham Taylor commended the Council for getting the money out so promptly to businesses already as it was a real lifeline for many. She wanted to ensure that as much as possible would be done to publicise the fact that small businesses could apply for these grants.

RESOLVED that:

- 1) Wokingham Borough Council's Discretionary Grants Policy, relating to the Covid 19 pandemic as set out in Appendix 1 of the report, and as amended at the meeting be approved;
- 2) the Deputy Chief Executive be delegated authority, in consultation with the Executive Member for Finance and Housing, to make minor amendments to the Policy as the result of any further Government guidance.

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Agenda Item 6.

TITLE	Shareholder's Report
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	None Specific;
LEAD OFFICER	Deputy Chief Executive - Graham Ebers
LEAD MEMBER	Leader of the Council - John Halsall

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

Transparency in respect of Council Owned Companies

RECOMMENDATION

The Executive is asked to note the budget monitoring position for the financial year up to 30th June 2020 (Quarter 1).

EXECUTIVE SUMMARY

The Council recognised that the provision of good quality affordable housing was a priority for Wokingham and established a group of wholly-owned housing subsidiaries to develop and manage those much needed homes.

The housing group consists of Wokingham Housing Limited (WHL), Loddon Homes Limited (LHL) and Berry Brook Homes Limited (BBHL).

More recently the Deputy Leader of the Council and Executive Member for Finance and Housing has set an ambitious target for the Council to deliver 1,000 homes over 4 years producing a 5% return – known as the Housing 1-4-5 project.

To achieve this it was agreed to move to a more efficient and effective 'One Team,' approach between the Council and its housing companies. This has included bringing the development function of the housing companies back in-house as part of the successful commercial property team – significantly reducing costs and streamlining the process. This approach is already producing results with a combined pipeline of over 1,300 potential new homes now identified and being investigated or actively progressed. It has also allowed us to be more pro-active and agile in identifying additional affordable housing opportunities from private developers.

There has been no change to the strategy and objectives of either Loddon Homes or Berry Brook Homes since the last report to Executive in July 2019.

This report sets out the budget position of all three housing companies at the end of June 2020 (Quarter 1) – showing all are currently estimated to be on budget with no significant issues or concerns.

The 2020/21 budgets for all three Companies are anticipated to be formally approved by their respective Boards later this month.

1. Operational Overview

Wokingham Housing:

There remain 57 properties under development through Wokingham Housing Limited. Phase 1 of the Gorse Ride Arnett Avenue is the largest of these with the construction of 46 new affordable houses and flats, which will in turn create decanting opportunities for the wider regeneration of Gorse Ride.

In addition there are 10 new affordable 3 bed homes being built on the site previously occupied by Woodley Age Concern and a 3 bedroom bespoke bungalow at Gorrick Square to meet the specialist housing needs of 3 individuals with learning/physical difficulties.

There are a further 325 potential new affordable homes being actively progressed through the new 'One Team' approach – either as development opportunities or for off the shelf purchase direct from developers. These include 249 new homes as part of the Gorse Ride regeneration project. The completed or purchased affordable units will be transferred to either Loddon or Berry Brook Homes.

Berry Brook Homes Limited (BBHL):

Since the last report to Executive, BBHL have let all remaining key worker properties at Peach Place including 3 to a care agency to be used to provide accommodation for additional care workers in the Borough during the current pandemic.

BBHL continues to investigate a number of potential opportunities to trial a small number of private rented accommodation units alongside key worker and other affordable rented options. Whilst addressing a shortfall of provision it also could potentially help cross fund other affordable homes.

Loddon Homes Limited:

No additional homes have been added to Loddon Homes' stock since the last Executive report although all 57 currently under construction through Wokingham Housing are for Loddon Homes.

Much of the focus for Loddon Homes over recent months, working with colleagues in WBC Housing and Optalis, has been ensuring the health and safety of its residents at Fosters.

In addition as a regulated Registered Provider the LHL Board has continued to strengthen its governance and compliance – working with WBC Housing Services as its service provider to agree a new suite of key performance indicators.

2. Financial Report

WBC (Holdings) Group (comprising WBC (H)L, WHL, LHL and BBHL)

QTR 1	WBC Holdings - Profit & Loss					
	YTD			Full Year		
	Jun-20	Jun-20		Mar-21	Mar-21	
	Budget	Est.Actual	Variance	Budget	Forecast	Variance
	£K	£K	£K	£K	£K	£K
Income	132	132	0	528	528	0
Expenditure	(170)	(170)	0	(681)	(681)	0
Operating Profit/(Loss)	(38)	(38)	0	(153)	(153)	0

There were no major variances to budget for WBC (Holdings) Ltd during Quarter 1.

At this point in the year, the full year results are expected to be in line with budget for WBC Holdings assuming completed schemes finish within budget and estimated timeframes.

Wokingham Housing Limited (WHL)

As highlighted previously all new housing development and/or acquisitions are being taken forward through the in-house 'One Team' approach.

During the current financial year it is anticipated that the remaining WHL on-site developments will be completed and subsequently all remaining WHL functions transitioned back to WBC with the accounts will be finalised at year end.

Loddon Homes Limited (LHL)

QTR1	Loddon Homes Limited- Profit & Loss					
	YTD			Full Year		
	Jun-20	Jun-20		Mar-20	Mar-20	
	Budget	Est.Actual	Variance	Budget	Forecast	Variance
	£K	£K	£K	£K	£K	£K
Income	243	243	0	974	974	0
Expenditure	(176)	(176)	0	(705)	(705)	0
Operating Profit/(Loss)	67	67	0	269	269	0

There were no major variances to budget for Loddon Homes during Quarter 1.

Taking into account a number of contingencies it is forecast that Loddon Homes will report an operation profit of £269,000 at year end.

Berry Brook Homes Limited (BBHL)

Berry Brook Homes Limited- Profit & Loss						
QTR 1	YTD			Full Year		
	Jun-20	Jun-20		Mar-21	Mar-21	
	Budget	Est.Actual	Variance	Budget	FCAST	Variance
	£K	£K	£K	£K	£K	£K
Income	233	233	0	933	933	0
Expenditure	(173)	(173)	0	(690)	(690)	0
Operating Profit/(Loss)	61	61	0	243	243	0

There were no major variances to budget for Berry Brook Homes during Quarter 1.

Please note that the full year budget does not currently reflect income and costings for acquiring 12 of the flats at Peach Place.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council continues to face severe financial challenges over the coming years as a result of reductions to public sector funding and growing pressures in our statutory services. It is estimated that Wokingham Borough Council will be required to make budget reductions of approximately £20m over the next three years and all Executive decisions should be made in this context.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	See other financial implications below	Yes	Revenue
Next Financial Year (Year 2)	See other financial implications below	Yes	Revenue
Following Financial Year (Year 3)	See other implications below	Yes	Revenue

Other Financial Information

The Council will benefit from reduced costs in commissioning services, the interest and management charges to WBC (Holdings) Ltd and future profits paid out as dividend. These will be factored into the Medium Term Financial Plan under the appropriate service.

Public Sector Equality Duty

An Equality Impact Assessment is not required for this report

Climate Emergency – *This Council has declared a climate emergency and is committed to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030*

All new homes being considered under the 'One Team' approach will be designed with the Council's climate emergency declaration in mind and with the aim of making them as close to carbon neutral as possible.

List of Background Papers

None

Contact Kajal Patel	Service Business Services
Telephone Tel: 0118 974 6163	Email kajal.patel@wokingham.gov.uk

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TITLE	Revenue Budget Monitoring report FY2020/21 - Quarter 1
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	None specific
LEAD OFFICER	Deputy Chief Executive - Graham Ebers
LEAD MEMBER	Executive Member for Finance and Housing - John Kaiser

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

To deliver the Council Priorities for the Community, ensuring the efficient effective and safe use of resources.

The Council agrees and sets its budget in the February preceding the current financial year and this report seeks to update Executive on the budget position throughout the year and provide an estimate of the outturn position and impact on balances at year-end (31 March 2021).

RECOMMENDATION

That the Executive note:

- 1) the Council's strong financial standing leading up to the COVID-19 crisis as illustrated in the Executive Summary as set out in the report;
- 2) the significant financial impact of the COVID-19 crisis as illustrated in the Executive Summary;
- 3) the overall forecast of the current position of the General Fund revenue budget, Housing Revenue Account (HRA) and Dedicated Schools Grant (DSG) illustrated in the Executive Summary and appendices attached to the report;
- 4) the ongoing work to manage the budget and ensure the financial viability of the Council as set out in the Executive Summary;
- 5) to approve the revenue implications of capital borrowing for £288k for the purchase of hessian sacks which will have the effect of increasing recycling levels and generating a beneficial financial impact far in excess of the cost of borrowing.

EXECUTIVE SUMMARY

This report is to allow the Executive to note the current expenditure to date (as at 30 June 2020) for the first quarter of the current financial year and to inform the Executive of the forecast outturn positions for 2020/21 for the Council's net revenue expenditure, its General Fund Balance (GFB), the Housing Revenue Account (HRA), and the Schools' Block funding.

Recommendation 1 – Council Strong Financial Standing

Leading up to the Covid-19 pandemic, the Council had a strong financial standing. Achieved through good financial management, the Council has built up financial resilience and sustainability, despite years of austerity from Central Government funding.

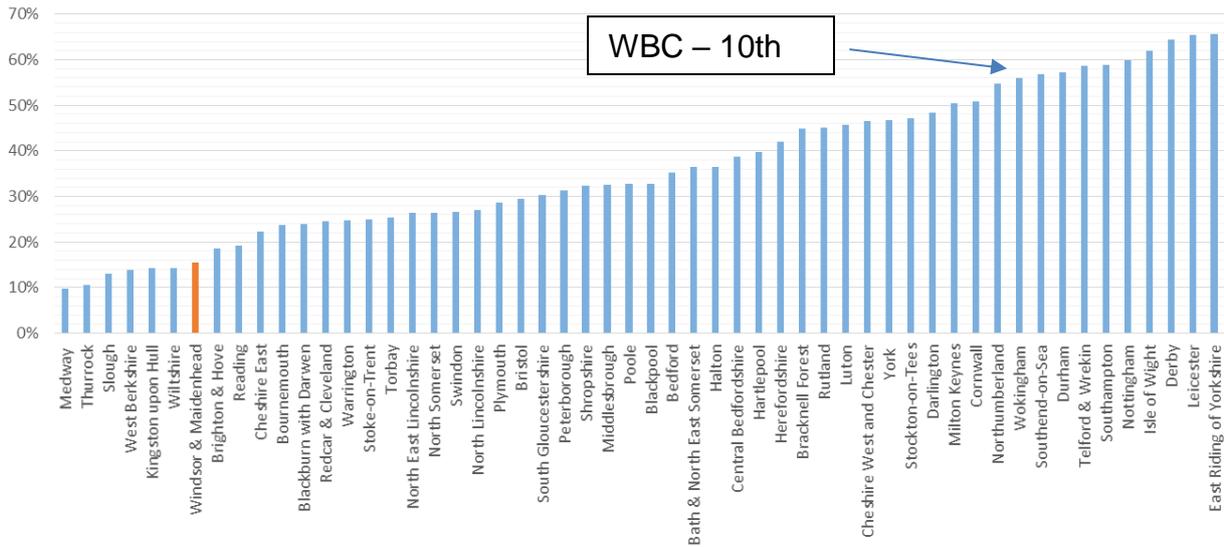
The medium term financial plan (MTFP) which was agreed by Council in February 2020, set out the Council's budget plans for the next 3 years. The general fund (unallocated reserve) balance was estimated to be £8.5m by 31st March '20 and £10.4m by March '21. As reported in Outturn Report to Executive on 28th May '20, the general fund reserve balance had increased to £9.1m at 31st March '20. By adding the £1.979m budgeted increase in the MTFP, the general fund balance was estimated to be £11.056m for March '21 (pre impact of Covid-19). The General Fund balance is held to provide a general contingency for unavoidable or unforeseen expenditure as well as providing some stability for longer term planning particularly in uncertain economic times. Professional guidance from the Chartered Institute of Public Finance and Accountancy recommends a minimum general fund reserve of 5% of net expenditure. This equates to a recommended level of £6.1m at 31st March 2020.

The Council also holds non-general fund reserves that are earmarked for specific future expenditure and risks the Council may face. If the general fund position becomes perilously low, the Council will assess risks and potential options to transfer balances to the general fund reserve.

The graph below highlights the Council's strong financial reserves. Taken from the CIPFA report on RBWM, the following graph shows Wokingham rank 10th across all unitary authorities in relation to the level of reserves as a % of net expenditure during 2017/18. Since 2017/18, the Council have continued to strengthen reserve balances.

Unitary Council Revenue Reserves as a proportion of net expenditure at 31.03.18.

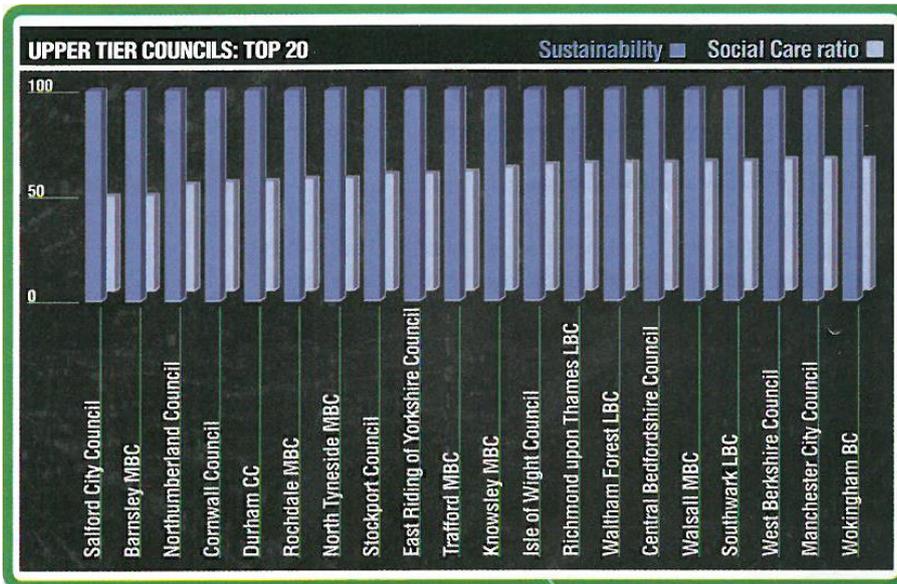
Excluding Schools and Public Health, Portsmouth excluded as high level distorts graph



CIPFA Finance Resilience Index

As published in 'the MJ' on the 9th January '20, the results from CIPFA's finance resilience index were announced. The resilience index looked at all local authorities in England across a range of financial measures which included financial sustainability.

As shown below, Wokingham were highlighted in the **top 20** for financial sustainability across all upper tier authorities. Financial sustainability was measured by looking at authority's ability to hold reserves during funding cuts from central government. Wokingham achieved the maximum score of 100.



Source – The MJ – 9th January 2020

2018/2019 Financial Audit

As set out in the Annual Audit letter available on the Councils website, our external auditor (Ernst & Young (EY)), provided the Council with an “unqualified” opinion meaning the financial statements present a true and fair view of the financial position of the Council as at 31 March 2019 and of its expenditure and income for the year then ended.

In relation to ‘Concluding on the Council’s arrangements for securing economy, efficiency and effectiveness’, the report concluded that the Council has “put in place proper arrangements to secure value for money in your use of resources”. The report also highlighted that the Council’s budgeting processes are strong and the medium term budgets are fully balanced.

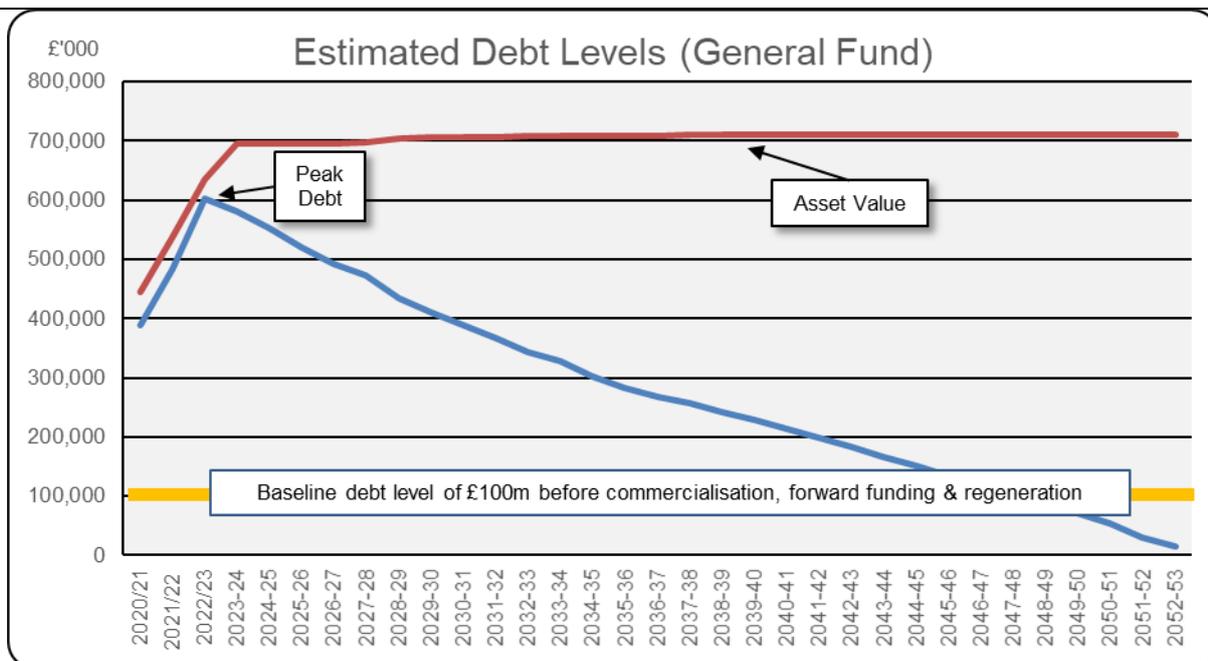
The report continued to say that the Council has appropriate reporting flows and processes in place to ensure that the MTFP is properly prepared and approved in line with the Council’s financial and governance framework. EY also determined that the decision-making processes are strong and that key financial decisions are properly challenged and subjected to a good level of scrutiny, all of which is made available to external stakeholders.

Capital Expenditure and Debt

The COVID 19 pandemic has had an unprecedented impact on the Council’s finances, in terms of both its revenue and capital resources. It is therefore essential that the Capital programme is closely reviewed to assess the assuredness of funding sources and if there have been any changes in service requirements. The Council on the other hand must recognise that capital investment will play an important role in local and regional recovery from the impact of the crisis.

Capital expenditure is important to consider from a general revenue financial management view where debt costs such as interest affect the revenue budget, impact on revenue running costs and ability to deliver ongoing revenue savings.

As highlighted in the MTFP and the graph below, the Council continue to invest in the capital programme with debt increasing over the next 3 years before reducing significantly as income generation increases, developer funding and capital receipts are received in order to pay back debt. As debt reduces, the asset value from capital investment is prudently assessed to remain constant.



Recommendation 2 – Financial Impact of Covid-19

Like all councils across the country, Wokingham have been impacted by the Covid-19 pandemic. This unprecedented event has had immediate financial implications (for example spend on PPE to support the local community, loss of income from closed services.) and has longer lasting financial implications (health of national / local economy). Central Government have been pro-active in supporting Local Authorities with emergency funding and upfront grant payments to ease cashflow. The key financial announcements from Central Government include;

- £3.2 billion of emergency grant funding over 2 tranches. Wokingham received £7.287m in total (£2.575m tranche 1 and £4.712m tranche 2)
- Approx. £10 billion in business rate reliefs. Wokingham have awarded £20.151m in rate reliefs.
- £500 million council tax hardship fund. Wokingham received £0.416m.
- £600 million infection control support fund. Wokingham received £1.873m
- £63 million to support food and essentials. Wokingham awaiting allocation.
- £50 million reopening high street safely fund. Wokingham received £0.152m
- The Council have received and paid across £18.080m in business support grants to cover small businesses and extended retail. In addition, £0.837m has been paid out in discretionary business support payments. Further payments are still being made.

On the 2nd July, a further funding support package was announced which included

- A further £500 million of funding to cover local authority spending pressures
- A co-payment mechanism for irrecoverable Sales, Fees and Charges income, with the Government covering 75% of losses beyond 5% of planned income
- Phased repayment of Collection Fund deficits over the next 3 years
- A commitment to determine what support is needed to help councils meet the pressures of irrecoverable tax income at the Spending Review

Whilst any additional funding packaged is welcomed, the Council are awaiting further details and guidance to understand the financial benefit. All additional funding and support is needed and greatly appreciated. However, the Council are still estimating a significant financial impact as highlighted in the 'High Level Financial Impact' table below.

Whilst the Council await the results of the recent funding support package announced on 2nd July, based on the funding over the first 2 tranches, in a recent article on 1st May on the BBC website, Wokingham's funding per person was put in context of other LAs.

Lowest extra funding per person

Share of the £3.2bn to support councils



For shire areas figures include grants to district and county councils combined

Source: MHCLG for funding, ONS for population



With regards to the response of the pandemic, the Council took immediate action to set up robust, enhanced financial monitoring and reporting. Financial trackers were introduced across all Directorates with a Council wide tracker developed at both a summary level and a detail level. The Council's finance team have prioritised the monitoring of the financial impact, working closely with all services across the Council to understand the implications. This has been a complex task, not least with the situation emerging on a daily basis at a national level but also the significant impact the pandemic has had across all services of the Council.

As the pandemic looks to be moving into the recovery phase, the financial monitoring and reporting has continued, and now further work is underway to understand the longer term financial implications beyond the 20/21 financial year. Implications will need to be considered as part of budget setting for the 21/22 financial year.

The Council continue to report on a regular basis to MHCLG, in addition to working with partners (e.g. CCG, Leisure operator) and other local authorities to further understand the impact.

Adult Social Care services have seen significant increases in demand during the pandemic, delivering on;

- Welfare Calls - 4,703 welfare checks generated by Govt and GP practices. Contacting 1,800 customers known to the Council.

- Community Response - 2,135 unique clients helped by Citizen Advice one front door. 4,726 deliveries to 892 households by food hub. 2,916 residents allocated a Link visiting scheme volunteer, 1,258 people are called every fortnight.
- PPE - Over 555,000 pieces of PPE have been supplied to the social care market. Regular advice and guidance including financial sustainability and infection control- over 500 calls to care providers. Testing for staff with symptoms – more than 250 staff tested.

High Level Financial Impact

The table below shows the current estimate of the financial impact from Covid-19. It is important to note with the situation changing almost on a daily basis, the short term and long term financial effect from Covid-19 is difficult to predict. Assumptions have been made using actual costs incurred to date and estimates for the costs during recovery phases over the financial year.

	£,000
Additional Expenditure	12,876
Lost Income	5,010
Delayed Saving Plans	1,181
3 rd Party Income (CCG, grants)	(6,048)
Impact from Covid-19	13,019
<i>Less: Government Funding</i>	<i>(7,287)</i>
Net Impact from Covid-19	5,732

Recommendation 3 – Current Position

The Executive has agreed to consider Revenue Monitoring Reports on a quarterly basis. In February 2020, the Council agreed and set its net General Fund (Revenue) budget at £143.480 million; following year end, this is to be further adjusted to account for agreed carry forward of budget. This gives a working budget for each of the Councils Directorates. The working budgets, spend to date and forecast outturn are shown in the table below.

Directorate	2020/21 – net budget position - as at 30 June 2020				
	Approved (Working) Budget*	BAU** Forecast (Excl. Covid Impact)	Excl. Covid Net over / (under) spend	Covid Forecast	Incl. Covid Net over / (under) spend
	£,000	£,000	£,000	£,000	£,000
	a	b	c = b - a	d	e = c + d
Adult Social Care & Health	51,766	51,566	(200)	3,125	2,925
Chief Executive	9,374	9,374	0	0	0
Children's Services	35,408	35,408	0	1,486	1,486
Communities, Insight & Change	0	0	0	329	329

Place and Growth	35,871	35,871	0	1,850	1,850
Resources and Assets	11,061	11,271	210	3,717	3,927
Other (Direct covid spend + Impact on Ctax base)	0	0	0	2,512	2,512
Emergency Covid grant funding from Government	0	0	0	(7,287)	(7,287)
Revenue Expenditure Total	143,480	143,490	10	5,732	5,742

* Approved Working Budget is based on budget agreed at Council in February '20 plus any restructures, and currently excludes carry forwards.

** BAU = Business as usual.

Further details of the outturn forecast position and variances are also shown at Appendix A. The main items of BAU variance identified to date are:

Adult Social Care & Health – underspend of £0.200m. The Covid-19 pandemic has had a significant impact on Adult Social Care services. There continue to be many variables to understand as we work through the next phase specifically relating to hospital discharges and how this may change or end. Taking these factors into account our initial work on the forecast suggests a small underspend of £200k in relation the BAU budgets which we will continue to monitor closely.

Chief Executive – no BAU material variances identified.

Children's Services – no BAU material variances identified.

Communities, Insight & Change – no BAU material variances identified.

Place and Growth – no BAU material variances identified.

Resources and Assets – overspend of £0.210m in relation to reduction of shared service income from Royal Borough of Windsor and Maidenhead in operational property service. Work ongoing to review options to mitigate this pressure.

General Fund

Taking account of the net overspends above and the effect of Covid-19 pressures (if assuming no further government funding), the balance on the General Fund as at 31 March 2021 is estimated to be £5.061m.

See Appendix B for further details.

Housing Revenue Account (HRA)

There are no material variances (favourable or non-favourable) forecast in the HRA on the business as usual for quarter one.

Covid-19 has had a financial impact on the HRA as a result of estimated rent losses of £387k for this financial year and some direct spending in relation to temporary sheltered accommodation, £24k.

Including the impact of Covid-19, the balance on the HRA reserve is forecast to be £0.544 million at 31st March 2021. See appendix C for further detail.

Dedicated Schools Grant (DSG)

The DSG is currently forecasting an in year variance of £1.526m against an expenditure budget of £150.744m. Taking account of this variance, the estimated DSG reserve for 31st March '21 will be £4.889m in deficit. See appendix D for further detail.

Covid-19 has had a small financial impact on the DSG in relation loss of income across nurseries, £126k. DfE recovery routes is under review for all schools.

Recommendation 4 - Enhanced Financial Management

Following the Covid-19 pandemic, the Council have reacted quickly to enhance financial management during the crisis. The Council's finance staff are working closely with Directors to challenge and update forecasts based on a continually changing rationale.

This includes;

- Ensure there is clarity with regards to genuine expenditure decisions with regard to COVID 19 related spend (as opposed to the necessity to discharge our statutory responsibilities).
- Seek to maximise opportunities to deliver on MTFP savings plans, recognising that staff remain significantly diverted to the Response phase.
- Explore reduced expenditure opportunities arising as a result of COVID-19 or otherwise, including a review of Special Items.
- Maintain a weekly financial review of the COVID-19 impact including collection rates and Direct Debit failure rates on major income streams.
- Initiate an early MTFP review process tailored to identify areas of relative financial certainty and high-risk areas of greater ambiguity.
- Review non-General Fund balances to assess risks and potential options to transfer balances to the General Fund reserve (if the General Fund position becomes perilously low).
- Continue to make representations for additional funding through Government Returns, Regional Conference calls and MPs.
- Undertake benchmarking across Berkshire authorities and other local authorities of a similar characteristic (e.g. population) to Wokingham to ensure our assumptions around Covid-19 impact (Short term and Long Term) are sound and reasonable.

Recommendation 5 – Revenue implications of Capital Borrowing

The Executive are asked to approve the revenue implications of additional capital borrowing of £288k. Changing global paper markets have created an increasingly restrictive approach towards wet waste. This emerging issue together with the Council's commitment towards higher recycling targets (consistent with its Climate Emergency declaration) makes it necessary to replace the current open black plastic boxes with sealable hessian sacks. The annual costs of the new sacks and an extra vehicle and crew to maintain existing collection standards with a sealable sack receptacle is estimated at £295k p.a. The financial benefit arising from increased recycling and reduced disposal costs, as a result of this initiative, is estimated at £698k p.a. There would therefore be a net saving of £403k p.a.

The approval for the capital budget is referenced in the quarter one capital monitoring report.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	MTFP net budget of £143.480 million	No – forecast o/s of £0.010 million	Revenue
Next Financial Year (Year 2)	MTFP Budget gap of £5.024 million		Revenue
Following Financial Year (Year 3)	MTFP Budget gap of £4.675 million		Revenue

Other Financial Information

Effective monitoring of budgets is an essential element of providing cost effective services and enables any corrective action to be undertaken, if required. Many of the budgets are activity driven and can be volatile in nature.

Stakeholder Considerations and Consultation

None

Public Sector Equality Duty

Public Sector Equality Duty assessment are undertaken during individual business cases.

Climate Emergency – This Council has declared a climate emergency and is committed to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030

None

List of Background Papers
Appendix A – Revenue Monitoring Summary Appendix B – General Fund Balance Appendix C – Housing Revenue Monitoring Summary Appendix D – DSG Monitoring Summary

Contact Mark Thompson	Service Business Services
Telephone Tel: 0118 974 6555	Email mark.thompson@wokingham.gov.uk

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REVENUE MONITORING REPORT June 2020

GENERAL FUND SUMMARY

Directorate	End of Year Position					Comment on major areas of estimated over / (underspend) excluding impact from Covid 19
	Current Approved Budget	BAU Forecast (i.e. excluding Covid Impact)	Excl. Covid Net over / (under) spend	Covid Forecast	Incl. Covid Net over / (under) spend	
	Note 1 £,000	£,000	£,000	£,000	£,000	
Resources and Assets	11,061	11,271	210	3,717	3,927	Overspend of £0.210m in relation to reduction of shared service income from Royal Borough of Windsor and Maidenhead in operational property service. Work ongoing to review options to mitigate this pressure.
Chief Executive	9,374	9,374	0	0	0	No material variances identified.
Children's Services	35,408	35,408	0	1,486	1,486	No material variances identified.
Adult Social Care & Health	51,766	51,566	(200)	3,125	2,925	Underspend of £0.200m. The Covid-19 pandemic has had a significant impact on Adult Social Care services. There continue to be many variables to understand as we work through the next phase specifically relating to hospital discharges and how this may change or end. Taking these factors into account our initial work on the forecast suggests a small underspend of £200k in relation the BAU budgets which we will continue to monitor closely.
Place and Growth	35,871	35,871	0	1,850	1,850	No material variances identified.
Communities, Insight & Change (Note 2)	0	0	0	329	329	No material variances identified.
Other (Direct covid spend + Impact on Ctax base)	0	0	0	2,512	2,512	No impact on BAU
Emergency grant funding from Government	0	0	0	(7,287)	(7,287)	No impact on BAU
Revenue Expenditure Total	143,480	143,490	10	5,732	5,742	

Notes

Note 1 - Excludes carry forward budgets, to be added for July budgets.

Note 2 - Budgets for new directorate, Communities, Insight & Change currently being worked through and will be reassigned in future months.

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Estimated General Fund Balance - 31st March '21

Note	£,000	£,000
1 General Fund Balance (as at 31/3/2020)		(£11,559)
Budgeted contributions to reserves (as per MTFP)	(£1,979)	
		(£1,979)
<u>Supplementary Estimates</u>		
		£0
<u>Carry Forwards from 2019/20</u>		
Adult Social Care & Health	£380	
Chief Executive	£0	
Children's Services	£0	
Communities, Insight & Change	£0	
Resources and Assets	£1,714	
Place and Growth	£640	
		£2,734
<u>Service Variance Excl. Covid-19 (including 20/21 carry forwards requests)</u>		
Adult Social Care & Health	(£200)	
Chief Executive	£0	
Children's Services	£0	
Communities, Insight & Change	£0	
Resources and Assets	£210	
Place and Growth	£0	
		£10
2 Estimated net impact from Covid - 19		£5,732
Estimated General Fund Balance 31/3/2021		(£5,061)

Notes

1. General balance as at 31/03/20 is taken from the unaudited statement of accounts and is subject to audit review. The balance (after carry forwards) has improved from the balance estimated in the medium term financial plan due to an improved financial outturn for 2019/20 financial year.

2. Based on assumption that no further funding comes from central government. The Council will lobby for additional funding to cover the impact from Covid-19.

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REVENUE MONITORING REPORT June 2020

HOUSING REVENUE ACCOUNT

Director: G Ebers

Lead Member, Housing Services: John Kaiser

Service	End of Year Position			
	Current Approved Budget	Current Forecast	Provisional Variance	
	£,000	£,000	£,000	
Rents	Expenditure	332	341	8
	Income	(15,106)	(15,106)	0
	Net	(14,774)	(14,766)	8
Fees & Charges / Capital Finance Charges	Expenditure	97	97	0
	Income	(125)	(125)	0
	Net	(28)	(28)	0
Housing Repairs	Expenditure	3,184	3,087	(97)
	Income	(30)	(30)	0
	Net	3,154	3,057	(97)
General Management	Expenditure	701	767	66
	Income	(21)	(21)	0
	Net	680	746	66
Sheltered Accommodation	Expenditure	293	257	(36)
	Income	(476)	(409)	67
	Net	(183)	(152)	31
Capital Finance	Expenditure	7,036	7,036	0
	Income	(59)	(59)	0
	Net	6,977	6,977	0
Subtotal Excluding Internal and Capital Charges		(4,174)	(4,166)	8
Internal and Capital Charges		4,174	4,174	0
Total		0	8	8

Housing Revenue Account Reserve

£,000

HRA Reserves as at 31st March 2020	(2,165)
2020/2021 Planned Spend	1,202
2020/2021 Forecast Variance - BAU	8
2020/2021 Forecast Variance - Covid-19	411
Estimated HRA balance as at 31st March 2021	(544)

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REVENUE MONITORING REPORT June 2020
DEDICATED SCHOOLS GRANT MONITORING REPORT

	End of Year Position			Comment on major areas of estimated over / (underspend)
	Current Approved Budget	Current Forecast	Provisional Variance	
	£000	£000	£000	
Schools Block including academies (excluding De-delegation)	108,390	108,390	0	No material variance identified.
Early years	10,783	10,783	0	No material variance identified.
High needs block	20,528	22,166	1,638	Spend above budget driven largely by demand for special school placements. The continued expansion and further review of top-up funding at Addington, and the continued pressure for places in the independent special schools
55 Central Schools Services Block (includes Growth Fund)	1,737	1,737	0	No material variance identified.
De-delegation	1,306	1,194	(112)	Academy conversions. 1 x April, 2 expected in July and 3 further in September
Other schools grant	8,001	8,001	0	No material variance identified.
Total Expenditure	150,744	152,270	1,526	
Dedicated School Grant (DSG)	(142,743)	(142,743)	0	No material variance identified.
Other school Grants	(8,001)	(8,001)	0	No material variance identified.
Total Income	(150,744)	(150,744)	0	
Total in-year (surplus) / deficit	0	1,526	1,526	In Year expenditure less income
Brought Forward (surplus) / deficit balance	0	3,363	3,363	Deficit brought forward from previous years
Total Year End (Surplus) / Deficit	0	4,889	4,889	

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TITLE	Capital Monitoring 2020/21 - end of June 2020
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	None Specific;
LEAD OFFICER	Deputy Chief Executive - Graham Ebers
LEAD MEMBER	Executive Member for Finance and Housing - John Kaiser

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

Effective use of our capital resources to meet the Council Plan investment priorities, and delivering value for money for residents.

RECOMMENDATION

The Executive is asked to:

- 1) note that the Council's Capital Programme will continue to be reviewed throughout the year in the context of the impact of Covid-19 on funding sources and service requirements, and that any changes will be presented to Executive for approval;
- 2) approve the proposed rephrasing to parts of the Capital Programme following the 'in-year' review including the impact of Covid-19, as set out in Appendix B;
- 3) approve £600k additional budget funded by borrowing for the Dinton Pastures Activity Centre (DAC), for changes necessitated as an outcome of public consultations and planning requirements. The cost of borrowing estimated at £27k p.a. will be covered from expected additional incomes generated by the new activity centre, as set out in paragraph 6 of the Executive Summary of the report;
- 4) note a reduction of the Schools Devolved Formula grant budget in the capital programme to £302k, due to the Council receiving £87k less than originally budgeted, as set out in paragraph 7 of the Executive Summary;
- 5) to approve borrowing of £288k for the purchase of hessian sacks which will have the effect of increasing recycling levels and generating a beneficial financial impact far in excess of the cost of borrowing, as set out in paragraph 8 of the Executive Summary;
- 6) to note that consultants will be engaged within existing budgets to review the noise levels and options with regards to recent major resurfacing works, as set out in paragraph 9 of the Executive Summary;
- 7) note the quarter one position for the capital budgets as set out in Appendix A to the report as summarised in the Executive Summary.

EXECUTIVE SUMMARY

1. This report informs the Executive of the progress of the Council in delivering its capital programme for the financial year 2020/21. The Executive have previously agreed to consider Capital Monitoring Reports on a quarterly basis and this report highlights the capital monitoring as at the end of the first quarter of the financial year (30th June 2020).
2. The Covid-19 pandemic has had an unprecedented impact on the Council's finances, in terms of both its revenue and capital resources. It is therefore essential that the capital programme is closely reviewed to assess the assuredness of funding sources and if there have been any changes in service requirements. The Council on the other hand must recognise that capital investment will play an important role in local and regional recovery from the impact of the crisis.
3. The Council's finance service has conducted a review of the programme to identify rephasing of projects match expected delivery. This is carried out every year, but now with extra emphasis on the impact of the Covid-19 pandemic on both the delivery of projects but more importantly any delays in the funding streams (for example developer contributions). It is essential to point out that projects identified are deferring either the start of the project or the commencement of the main works element of the project. The review has identified **£105.4 million** of rephasing and this is summarised below; a full list of the projects is at Appendix B and Executive is asked to approve the rephasing of these projects.

Projects rephased due to Covid-19	Other projects rephased
£20.7 million	£84.7 million

4. The programme will continue to be monitored and reviewed throughout the financial year and any further rephasing will be notified to Executive for approval.

Capital Monitoring Forecast Outturn Position for 2020/21 (as at 30.06.20):-

	£'million
Capital Programme approved at Council (Feb 2020)	157.3
Budget rephased from prior years (existing projects)	157.1
Capital Approved Budget	314.4
Budget rephased to later years	105.4
Working capital programme	209.0
Recommendations:-	
Schools Devolved Formula – reduction in grant	(.087)
Dinton Activity Centre – additional budget	.6
Hessian sacks – additional budget	.288
Revised capital working programme for 2020/21	209.8
Forecast variances to the programme (see below)	0.0

Further information can be found in Appendix A.

5. As at 30 June 2020, the project managers are predicting that the revised programme (after re-phasing) will spend as per the working budgets, with no variances forecast at this point of the year.
6. The Dinton Pastures Activity Centre (DAC) project is facing a shortfall in budget of £600,000 caused by changes to the final works that have become necessary following the outcome of public consultations and planning requirements. It is anticipated that this will be funded by external borrowing, the cost of which (both principal and interest) will be met from additional income generated for the new activity centre. Executive is asked to approve a supplementary estimate for the budget and to note the corresponding increase in the borrowing requirement.
7. The Schools' Devolved Formula grant funding from the DfE is £87,000 less than originally budgeted in the capital programme reported in February. As there is no approval to make up this shortfall from Council funded balances, the original budget of £389,000 has been reduced to £302,000 accordingly to match the funding shortfall.
8. Changing global paper markets have created an increasingly restrictive approach towards wet waste. This emerging issue together with the Council's commitment towards higher recycling targets (consistent with its Climate Emergency declaration) makes it necessary to replace the current open black plastic boxes with sealable hessian sacks. The annual costs of the new sacks and an extra vehicle and crew to maintain existing collection standards with a sealable sack receptacle is estimated at £295k p.a. The financial benefit arising from increased recycling and reduced disposal costs, as a result of this initiative, is estimated at £698k p.a. There would therefore be a net saving of £403k p.a.
9. Study research will be commissioned to consider issues and options around noise levels on A33, in response to concerns raised by local residents.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	£209.8 m	Yes	Capital
Next Financial Year (Year 2)	£105.4 m	Yes	Capital
Following Financial Year (Year 3)	Not yet formulated	Yes	Capital

Other Financial Information
None

Stakeholder Considerations and Consultation
Stakeholders should be reassured of the effective management of the council's resources.

Public Sector Equality Duty
An equalities income assessment is not required for this report.

Climate Emergency – This Council has declared a climate emergency and is committed to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030
Supplementary estimate for Dinton Pastures Activity Centre will enable the undertaking on an additional climate emergency project to enable the new building to be carbon neutral.

List of Background Papers
Appendix A: Capital Monitoring Summary Report to June 2020. Appendix B: List of proposed rephasing of projects

Contact James Sandford	Service Business Services
Telephone Tel: 0118 974 6577	Email james.sandford@wokingham.gov.uk

CAPITAL MONITORING REPORT June 2020

PROVISIONAL SPLIT

Directorate	Current Approved Budget £,000	Current Approved Budget is split into:		Analysis of Current Year (Yr 1)			Comments
		Current Year (Yr 1) £,000	Next Year (Yr 2) £,000	Current Forecast £,000	Carry Forward £,000	(Under) / Overspend £,000	
Notes	1	2	2	3	4	5	6
Adult Social Care & Health	10,284	5,574	4,710	5,574	0	0	Variance: Investigating £306k potential saving in Adult Social Care Schemes including £302k in Connected Care Year 2 Profile: £3.725m Older People's Dementia Home - Adult Social Care focus is currently Covid19 therefore these works are to commence later in the year, with appointment of design & build contractor to prepare the full planning application.
Children's Services	33,966	22,938	11,029	22,938	0	0	Year 2 Profile: £3.3m Basic Needs Primary Programme - projected one year expansion for Reception capacity in Woodley has been contained within existing school capacities, £5.54m Arborfield & Matthews Green Primary schools - Project delays although, enabling works ongoing, foundation and drainage works commenced, early order for steel raised, main contracts imminent.
Communities, Insight & Change	2,715	2,470	245	2,470	0	0	Year 2 Profile: None material
Place & Growth	138,219	87,674	50,545	87,674	0	0	Variance: Requested to Fund £600k overspend on Dinton Activity Centre (as per recommendation note 3 of report), fully funded by borrowing covered from expected additional incomes generated by the new activity centre, due to changes necessitated as an outcome of public consultations and planning requirements. Investigating potential £69k Right To Buy saving on Tape Lane, Hurst redevelopment - Scheme completed last financial year but Final Account to be confirmed Year 2 Profile: £9.85m Land Acquisition for Major Road Schemes, £6.42m Nine Mile Ride Extension - delivery is behind programme as it has been moved back into SCAPE contract, Possibility this budget may be swapped with other accelerated SCAPE projects depending on agreements and approval, to be confirmed, £4.8m Great Crested Newt (GCN) District Level Licence - The Council will become a district level licence holder and will need to create compensation ponds in advance of the scheme being opened for applications, but licence is not yet agreed and the pond creation will more likely occur in 2021/22, £4.2m Purchase of council houses - Right To Buy targets have been met for current financial year and due to market uncertainty as a result of Covid-19, will now only purchase properties to meet specific needs, £2.8m Bridge Strengthening - Early Station Footbridge, issues with underground (high pressure gas) services, will need further design, expecting preliminary works this financial year., £2.3m Toutley Highways Depot Modernisation - Reprofiled to spend £3m in 2021/22 with anticipated completion is late 2021, £2m Payment of commuted sum to WHL - Based on projected schemes due to complete this financial year, £1.78m Greenways - Coombes Route - 2.1 km of surfacing and design of bridge plus associated costs this year with the remainder not required until 2021/22, £1.5m Gorse Ride Regeneration (Phase 2) - Consultation stage and demolishing of properties by end of 2020/21 but construction not likely to start until next year.
Resources & Assets	129,204	90,365	38,840	90,365	0	0	Year 2 Profile: £17.5m Strategic property, commercial and residential assets and £2.9m Strategic residential portfolio - Due to development constraints during Covid19, unlikely to ramp up quickly enough in year to deliver completed housing units for purchase, majority actual spend likely to be in 2021/2 and 2022/3, £13.8m Carnival Pool Area Redevelopment - Profile reflects current anticipated spend costs for leisure centre, library and residential block for 2020/21, Leisure centre & library contract signed, procurement of residential contractor will start later this year with construction starting at end of 2020/21, £1.5m Renewable Energy Infrastructure projects - Spend rate dependant on consultants report due this year.
Total	314,388	209,019	105,369	209,019	0	0	

Notes

- 1) Current approved budget is made up of approved budget through the MTFP plus additional budget approved in year.
- 2) Current approved budget has been reviewed to include the impact of the Covid-19 pandemic. The first review has been completed and will continue throughout the year.
- 3) Current forecast is estimated spend in year against current year budget.
- 4) Carry forwards are slippage into later years of the programme. This will also include acceleration of projects when approved projects for later years can commence earlier than originally envisaged.
Any slippage and/or acceleration are subject to Executive approval
- 5) (Under) / Overspend is the current year forecast plus carry forward less current year budget
- 6) Year 2 Profile is how much of the Current Approved Budget will move into the next financial year. This delay in delivery may be the result of normal project issues, (for example, changes in scope, tender, planning or design issues), or directly due to the Covid-19 impact, (such as social distancing impact, material or resourcing shortages).

Please note when a negative number is shown in the Proposed Carry Forward this shows that the schemes expenditure has accelerated from the original profile of spend

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Appendix B - Approval for Year 2 Profiling

Service	Scheme	Additional Description	All rephasing £	COVID Rephasing £
Adult Social Care & Health	Older People's Dementia Home		3,725,000	931,250
Adult Social Care & Health	Day service provision for the physically disabled		335,000	
Adult Social Care & Health	Mosaic Modernisation and Reimplementation	Upgrade to the business application which underpins the Adult and Children's social care	300,000	
Adult Social Care & Health	Extra care/Enhanced sheltered housing		250,000	
Adult Social Care & Health	Learning Disability Outreach and Overnight Respite Centre		100,000	
Adult Social Care & Health	Total		4,710,000	931,250
Children's Services	Basic Needs Primary Programme	Extension/new build projects for additional school places	3,327,458	
Children's Services	Primary strategy- Matthews Green	New build project to provide additional school places	3,000,000	
Children's Services	Primary strategy - Arborfield / Barkham Primary school	New build project to provide additional school places	2,000,000	
Children's Services	Primary strategy - Spencer's Wood Primary School	New build	462,000	
Children's Services	Primary strategy- Matthews Green FFE	Fixtures, Fittings & Equipment for new build project	312,500	
Children's Services	Sixth Form Expansion	Feasibility for additional sixth form places	250,000	
Children's Services	Primary strategy - Arborfield / Barkham Primary school ffe	New build project to provide additional school places	225,000	
Children's Services	New Secondary School in South-West (Arborfield)		209,960	
Children's Services	Primary strategy - Spencer's Wood Primary School FFE	Fixtures, Fittings & Equipment for new build project	200,000	
Children's Services	Primary strategy - Highwood Primary school	Future School places	133,830	
Children's Services	New Secondary School in South-West (Arborfield) - revenue costs (NDR, Utilities, R+M)		96,915	
Children's Services	Emmbrook Comp Sch - Unallocated Devolved		54,248	
Children's Services	Primary strategy- South West New School		47,500	
Children's Services	Schools Devolved Formula	Specific government grant to carry out capital works, etc	43,522	
Children's Services	Hillside Pri. Sch - Unallocated Devolved		42,539	
Children's Services	Primary strategy - Loddon Primary school	return to Basic Need Pot & CFWD for future basic Need	39,254	
Children's Services	Wescott Inf. Sch - Unallocated Devolved		37,576	
Children's Services	St Pauls CE Jnr. Sch - Unallocated Devolved		36,853	
Children's Services	South Lake Pri. Sch - Unallocated Devolved		32,480	
Children's Services	Robert Piggott CE Inf. Sch - Unallocated Devolved		29,739	
Children's Services	Bulmershe Comp Sch - Unallocated Devolved		29,585	
Children's Services	Loddon Pri. School - Unallocated Devolved		26,600	
Children's Services	Willow Bank Inf. Sch - Unallocated Devolved		24,325	
Children's Services	Northern Academy - toilet refurbishment		23,000	
Children's Services	Gorse Ride Jnr. Sch - Unallocated Devolved		21,879	
Children's Services	Addington - Unallocated Devolved		21,359	
Children's Services	Colleton Pri. Sch - Unallocated Devolved		21,207	
Children's Services	Winnersh Pri. Sch - Unallocated Devolved		19,698	
Children's Services	Lambs Lane Pri. Sch - Unallocated Devolved		18,262	
Children's Services	Keep Hatch Pri. School - Unallocated Devolved		17,416	
Children's Services	Foundry College - Unallocated Devolved		17,233	
Children's Services	Emmbrook Inf. Sch - Unallocated Devolved		16,752	
Children's Services	Polehampton Inf. Sch - Unallocated Devolved		14,361	
Children's Services	Gorse Ride Inf. Sch - Unallocated Devolved		13,506	
Children's Services	Hawthorns Pri. Sch - Unallocated Devolved		13,055	
Children's Services	Bearwood Pri. Sch - Unallocated Devolved		12,795	
Children's Services	Robert Piggott CE Jnr. Sch - Unallocated Devolved		12,600	
Children's Services	The Ambleside Centre - Unallocated Devolved		12,432	
Children's Services	Radstock Lane Pri. Sch - Unallocated Devolved		12,276	
Children's Services	Farley Hill Pri. Sch - Unallocated Devolved		11,110	
Children's Services	Aldryngton Pri. Sch - Unallocated Devolved		10,866	
Children's Services	Rivermead Pri. Sch - Unallocated Devolved		10,493	
Children's Services	Hawkedon Pri. Sch - Unallocated Devolved		9,755	
Children's Services	Westende Jnr. Sch - Unallocated Devolved		9,359	
Children's Services	Woodley CE Pri. Sch - Unallocated Devolved		9,107	
Children's Services	Willow Bank Jnr. Sch - Unallocated Devolved		7,692	
Children's Services	Walter Inf. Sch - Unallocated Devolved		6,766	
Children's Services	Emmbrook Jnr. Sch - Unallocated Devolved		5,410	
Children's Services	Highwood Pri. - Unallocated Devolved		4,670	
Children's Services	Whiteknights Pri. Sch - Unallocated Devolved		4,521	
Children's Services	Berkshire Adolescent Unit - Unallocated Devolved		4,305	
Children's Services	Polehampton Jnr. Sch - Unallocated Devolved		3,339	
Children's Services	Shinfield Inf. Sch - Unallocated Devolved		1,727	
Children's Services	Total		11,028,829	0
Communities, Insight & Change	Laptop Refresh		100,000	100,000
Communities, Insight & Change	New Server room at Waterford House		75,000	
Communities, Insight & Change	Replacement of the fundamental operating system for CRM/Workflow		50,000	
Communities, Insight & Change	Optalis IT Kit Windows 10 upgrade		20,000	20,000
Communities, Insight & Change	Total		245,000	120,000
Place & Growth	Land Acquisition for Major Road Schemes		9,856,309	
Place & Growth	Nine Mile Ride Extension		6,419,000	
Place & Growth	GCN District Level Licence	Great Crested Newt conservation	4,800,000	
Place & Growth	Purchase of council houses HRA		3,489,763	
Place & Growth	Bridge Strengthening		2,796,743	
Place & Growth	Toutley Highways Depot Modernisation		2,331,460	
Place & Growth	Payment of commuted sum to WHL		2,041,210	
Place & Growth	Gorse Ride Regeneration (Phase 2 & 3)		1,500,000	
Place & Growth	California Crossroads		1,280,000	
Place & Growth	Greenways	Development of traffic free multi-user routes	1,170,892	
Place & Growth	Housing (Tenants Services)	Enhancement of Council's housing stock	1,000,000	1,000,000
Place & Growth	Arborfield Bypass - Land Acquisition		936,655	
Place & Growth	Shinfield SDL Community Centre		865,999	

Service	Scheme	Additional Description	All rephasing £	COVID Rephasing £
Place & Growth	Transport corridor improvements - Shepherds Hill to TVP P&R		850,000	
Place & Growth	Lower Earley Way Dualling - SCAPE WMH Contract		808,028	
Place & Growth	Purchase of council houses		717,320	
Place & Growth	Denmark Street Environmental Improvements	Highway & path improvements	701,316	
Place & Growth	Highway Infrastructure Flood Alleviation Schemes		700,000	
Place & Growth	Coppid Beech Park and Ride		700,000	
Place & Growth	Public Rights of Way Network		671,919	
Place & Growth	Completed Road Schemes Retention		640,740	
Place & Growth	Greenways	Development of traffic free multi-user routes	610,000	
Place & Growth	Strengthening Approach Embankments to Bridges		600,000	
Place & Growth	Gypsy, Roma, Traveller (GRT) Additional Pitches		600,000	
Place & Growth	Sports Provision Across the Borough		590,000	
Place & Growth	Self-Build Project		550,000	
Place & Growth	Borough Wide Non SDL Play Area Enhancement Project		530,000	
Place & Growth	Cantley Park Destination Play Area Project		495,000	
Place & Growth	Temporary Accommodation Improvement Works at Grovelands Park (Non HRA assets)	Improvement Works at Grovelands Park	450,000	450,000
Place & Growth	Matthews Green Sch/Community Centre feasibility	New build project to provide additional school places	380,049	
Place & Growth	Structures VRS 2020-21	Vehicle Road Restraint System	250,000	
Place & Growth	Mandatory disabled facility grants	Adapting the homes of people with disabilities to enable them to live independently at home.	230,000	230,000
Place & Growth	Library Offer	New Library provision	177,563	
Place & Growth	Safety / Crash Barriers		175,334	
Place & Growth	Street Lighting - LED Project		138,485	
Place & Growth	Montague Park Community Facility		125,000	125,000
Place & Growth	Barkham Bridge - Land Acquisition		112,088	
Place & Growth	Coppid Beech Northbound on-slip widening		110,978	
Place & Growth	Non SDL Play Area Enhancement Project		41,250	
Place & Growth	Woodley Library - Library Offer Phase 1		35,696	
Place & Growth	Street lighting column structural testing - Structural safety testing of street lighting columns		20,000	
Place & Growth	Lower Earley Way Dualling - Utilities WMH Contract		18,852	
Place & Growth	Purchase of council houses - 86 Patten Ash		7,539	
Place & Growth	Purchase of council houses - 112 Ashridge Road		5,221	
Place & Growth	Purchase of Council Houses - 27b Pennfields		4,712	
Place & Growth	Purchase of council houses - 68 Arnett Avenue		4,276	
Place & Growth	Wokingham Town Centre Environmental Improvements (Highways Works) Phase 1 town Square		2,088	
Place & Growth	Purchase of council houses - 60 Arnett Ave		1,127	
Place & Growth	Purchase of council houses - 87 Arnett Avenue		1,015	
Place & Growth	Purchase of council houses - 84 Chatsworth Avenue		956	
Place & Growth	Purchase of council houses - 52 Ashridge Road		606	
Place & Growth	Total		50,545,187	1,805,000
Resources & Assets	Strategic Property and Commercial Assets -2020	Purchase of Commercial Assets	17,500,000	10,500,000
Resources & Assets	Carnival Pool Area Redevelopment		12,765,280	3,653,820
Resources & Assets	Strategic residential portfolio	Purchase of Residential Assets	2,917,000	1,750,200
Resources & Assets	Renewable Energy Infrastructure projects	Renewable energy generation	1,500,000	
Resources & Assets	Bulmershe swimming pool/Leisure centre - New build		1,401,709	1,401,709
Resources & Assets	Town Centre Regeneration - Strategic Acquisition Sites		714,000	
Resources & Assets	Construction of leisure centre and library	Carnival Pool Regeneration	577,870	577,870
Resources & Assets	Ex M & S Site - Lettings	Work to achieve Lettings of Refurbished M&S site	500,000	
Resources & Assets	Alexander House (AXA) House (WTCR) Refurbishment		359,595	
Resources & Assets	Leisure Centre Fit Out	Carnival Pool Regeneration	200,000	
Resources & Assets	Library Fit Out		150,000	
Resources & Assets	Re-Roofing Waterford House & Chimney repairs		112,500	
Resources & Assets	Town Centre Regeneration - Carnival Pool Feasibility, Planning & Phase 2 works	Non-construction	99,124	
Resources & Assets	Investment Fund - General project costs		42,500	
Resources & Assets	Total		38,839,578	17,883,599
Total			105,368,594	20,739,849

Agenda Item 9.

TITLE	Treasury Management Outturn 2019-20
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	None Specific;
LEAD OFFICER	Deputy Chief Executive - Graham Ebers
LEAD MEMBER	Executive Member for Finance and Housing - John Kaiser

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

To demonstrate that the Council's treasury function has effectively managed the Council's debt and cash balances to support the funding of the delivery of the Council's key priorities.

RECOMMENDATION

The Executive is asked to:

- 1) recommend the report to Council;
- 2) note that the report was presented to Audit Committee on 29th July 2020;
- 3) note the managed repayment of debt over time which illustrates the increased borrowing required to fund key Council priorities which in turn generate income streams (to repay debt) and provides revenue funding for vital statutory services (as set out in the graph in table 2 of the report);
- 4) note the asset value created through the Council's capital investments compared to the debt required to generate the asset value (as set out in the graph in table 2 of the report);
- 5) note the capital investments made in the Council's priorities for its community, by category (as set out in table 1 of the report);
- 6) note the Treasury Management report in Appendix A, that shows that all approved indicators have been adhered to and that prudent and safe management has been adhered to.

SUMMARY

This report summarises the treasury management operations during 2019/2020. It is presented for the purpose of monitoring and review, in accordance with Council's treasury management practices. The council adhered to all agreed prudential indicators during 2019/2020. This includes ensuring the necessary liquidity to deliver on the day to day operations of the Council.

There are two aspects of treasury performance – debt management and cash investment:

- debt management relates to the Council's borrowing;
- cash investment relates to the investment of surplus cash balances

Further detailed breakdown of the Council's performance in these area's is summarised below and in the attached appendices.

Capital investment funded by borrowing

Table 1 shows the capital priorities which have been delivered through its funded capital programme of which £93m is long term sustainable borrowing.

Table 1:

MTFP category	Expenditure 2019/20 £'000
Investment and Regeneration	96,759
Roads and Transport	44,726
Environment	12,719
Children Services and Schools	8,770
Climate Emergency	5,026
Internal Services	1,803
Adult Social Care	1,517
Total	171,320

Capital expenditure is funded from borrowing if it cannot be sourced by capital contributions, capital grants or capital receipts.

Further information on the 2019/20 capital expenditure was reported to the Executive in May 2020 as part of the capital outturn report.

Borrowing outturn

As mentioned above, to be able to fund the Council's ambitious capital programme, borrowing is required. This can be supported in two ways:

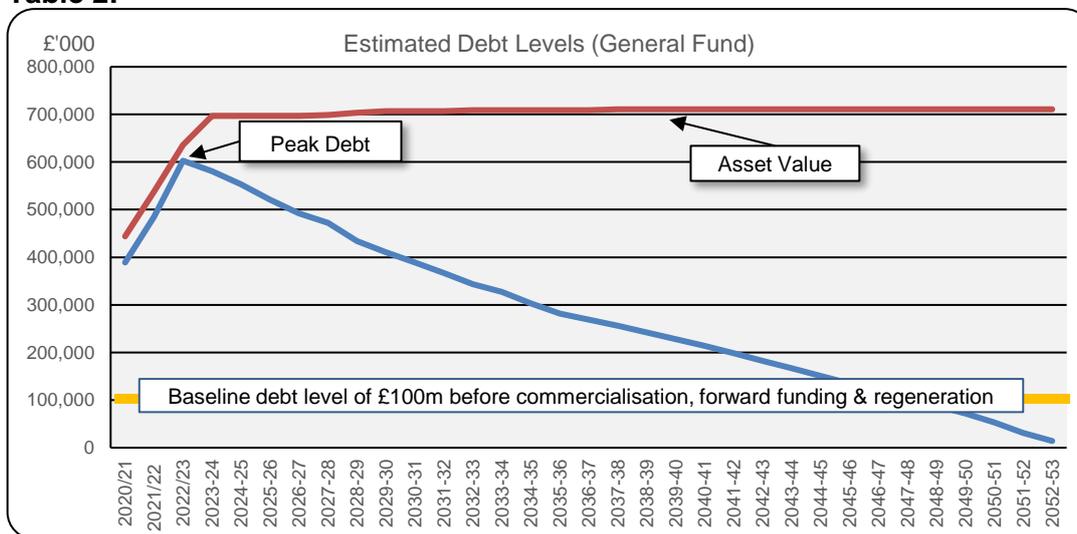
- Internal borrowing – the use of the Council's internal cash reserves to fund the capital expenditure.
- External borrowing - receive loans from other organisations (i.e. PWLB, banks and other local authorities).

External borrowing was contained to only £279m at 31st March '20 through the use of internal borrowing. This is possible due to the strength of the Council's cash balances. This has meant that the Council has been able to utilise its own cash holdings to finance (in the interim) its capital programme allowing the need to borrow to be deferred to a more opportune time. The underlying need to borrow is constantly reviewed by the Council's treasury team, who manage the day-to-day treasury cashflow by covering material expenditure when due and optimising its take up of external borrowing through the consideration of timing, duration and the balance of internal versus external borrowing. Through this proactive management, the Council has minimised its cost of

debt by £252k per annum. The treasury function of managing the cost of debt is as important as the investment strategy as the Council's need to borrow to support its capital programme increases.

Taken from the Medium Term Financial Plan, the graph below shows the Council's estimated debt levels from 2020/21 onwards (blue line), and when the debt will reduce back to the original baseline (yellow line) of £100m which was the original position before enhanced regeneration, commercial investments and forward funding strategic infrastructure. Also shown is the estimate of asset values that this debt has generated (red line). Consistent with this graph, expected future borrowing will be primarily associated with asset value creation and income generation and should therefore have a similar trajectory when setting future capital programmes. Furthermore, the long term asset value is considered to be significantly understated and therefore extremely prudent. Asset value is based on a combination of the value of asset at completion or the cost of construction where no market value is available. The value of the assets are reviewed on a regular basis.

Table 2:



The blue line represents the continued repayment of debt that will contribute to reducing our baseline debt level after 2048.

The movements in the Council's external borrowings through 2019/20, are shown in the table below:-

	Opening @ 01-04-19	New Borrowing	Repayments of Borrowing	Closing @ 31-03-20
	£,000	£,000	£,000	£,000
External Borrowing	(227,550)	(75,000)	23,380	(279,170)

In delivering the 2019/20 capital programme of £171m the council has managed to contain it's in year debt to £93m of which net external borrowing has increased by only £51m.

Capital Financing Requirement

The CFR represents the total outstanding borrowing currently required to fund all of the Council's past capital programmes. The Council's ongoing considered treasury management practice working with our treasury management advisors has ensured an optimum approach with regard to our internal and external borrowing. This enables a balance between reduced revenue debt costs and exposure to the external lending market. Through this activity an overall saving of £380k was achieved in 2019/20.

The table below shows the Capital Financing Requirement (CFR) for the Council in 2018/19 and 2019/20. The expected increase in the CFR is driven from the capital expenditure in 2019/20 to be funded from borrowing.

	Actual @ 31-03-19			Actual @ 31-03-20		
	General Fund	Housing Revenue Account	Total	General Fund	Housing Revenue Account	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Capital Financing Requirement (CFR)	249,467	86,280	335,747	329,539	86,090	415,629
Less other long-term Liabilities	(7,312)	0	(7,312)	(6,820)	0	(6,820)
Underlying capital borrowing Requirement	242,155	86,280	328,435	322,719	86,090	408,809

The underlying capital borrowing requirement can be broken down to external and internal borrowing as shown below:-

External borrowing	152,818	74,732	227,550	204,464	74,706	279,170
Internal Borrowing	89,337	11,548	100,885	118,255	11,384	129,639
Total borrowing	242,155	86,280	328,435	322,719	86,090	408,809

Investment outturn

Cash flow balances vary significantly throughout the year due to differences in timing of income (council tax, grants, etc.) and expenditure (running costs - revenue, and investment in assets and services – capital). Through careful planning and monitoring the council made investments which generated returns as outlined below:

The table below shows the Council's investments by type, including performance and year-end balance.

	Average value invested	Interest received	Average rate of return	Balance as at 31st March 2020
	£'000	£'000	%	£'000
Investment Properties	31,164	1,592	5.11%	31,164
Internal Loans	24,401	943	3.86%	24,610
Fund Managers	639	9	1.49%	643
Local Authorities	73,856	934	1.27%	67,380
Money Markets	8,343	89	1.07%	11,226
Total	138,403	3,567	2.58%	135,023

As part of the Council's policies on property investment the Council has invested £31m of its own balances; these generate £1.6m in annual revenues which is a return of 5.11%. Monetary investments achieve a return of c.1.9% over a similar investment term. This equates to c£1m additional income per annum.

Prudential indicators debt and investment

During 2019-2020 the Council adhered to all of its prudential indicators whilst minimising external debt and creating a significant revenue contribution with robust risk management arrangements.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	£(380)k net underspend on interest received and paid to budget	Yes	Revenue
Next Financial Year (Year 2)	To be confirmed	Yes	Revenue
Following Financial Year (Year 3)	To be confirmed	Yes	Revenue

Other Financial Information

None

Stakeholder Considerations and Consultation
None

Public Sector Equality Duty
Initial equalities assessment indicates a further assessment is not required.

Climate Emergency – <i>This Council has declared a climate emergency and is committed to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030</i>
Not applicable

List of Background Papers
Appendix A – Treasury Management Outturn 2019-20 Report Appendix B – Loan Portfolio

Contact James Sandford	Service Business Services
Telephone Tel: 0118 974 6577	Email james.sandford@wokingham.gov.uk

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Treasury Management Outturn Report 2019-20

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2. Treasury Management Strategy Statement (TMSS) 2019/20.....	3
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Appendices

Portfolio of Borrowing

Appendix B

1. Introduction

This report provides updates on both borrowing and investment activities of the treasury function under delegated authority for the financial year 2019/20.

Treasury management is defined as “the management of the authority’s borrowing, investments and cash flows; its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks”.

2. Treasury Management Strategy Statement (TMSS) 2019/20

The Deputy Chief Executive confirms that, throughout the reporting period, all treasury activities have been conducted within the parameters of the Treasury Management Strategy Statement.

These include treasury management policy, performance indicators, economic forecasts, capital expenditure forecasts, Minimum Revenue Provision (MRP) policy, annual investment strategy and the Councils external borrowing policy.

The following table shows the treasury management performance indicators, authorised limits and boundaries:-

Prudential indicators	2018/19 Outturn	Budget 2019/20	2019/20 Estimated outturn
	£'000	£'000	£'000
Authorised limit <i>Maximum limit on borrowing to fund capital programme and to manage cashflow</i>	334,954	585,500	408,809
Gross external borrowing <i>Actual borrowing undertaken (cumulative)</i>	227,550	295,170	279,170
% of internal borrowing to CFR	32.04%	34.51%	32.83%
Operational Boundary <i>Borrowing boundary based on budgeted capital programme</i>	334,954	492,000	408,809
% of net revenue expenditure dedicated for financing costs	2.55%	3.59%	2.46%
Average interest rate on external borrowing	2.80%	n/a	2.46%
Investment balances	150,400	n/a	158,000

3. Treasury Management Outturn Position for 2019/20

The Treasury Management outturn position shows the actual performance, in-year, for the Council's investments, borrowing and cash management, to budget and previous year's performance. The performance of interest and dividends received and paid are also reported.

The table below shows details of the Council's gross debt, the book value of all the Councils debt obligations, and is made up of external borrowing, Private Finance Initiatives (PFI), and finance leases.

	Actual @ 31-03-19			Actual @ 31-03-20		
	General Fund	Housing Revenue Account	Total	General Fund	Housing Revenue Account	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Opening external borrowing	69,075	76,694	145,769	152,818	74,732	227,550
In year movements:-						
New borrowing	141,781	0	141,781	73,192	1,808	75,000
Repayments	(58,038)	(1,962)	(60,000)	(21,382)	(1,998)	(23,380)
Total external borrowing	152,818	74,732	227,550	204,628	74,542	279,170
PFI liability	6,245	0	6,245	5,754	0	5,754
Finance lease liability	1,067	0	1,067	1,066	0	1,066
Total other long-term	7,312	0	7,312	6,820	0	6,820
Total gross debt	160,130	74,732	234,862	211,448	74,542	285,990

The total gross debt of the Council increased during 2019/20 by £51m, from £235m to £286m in order to fund the Council's agreed capital priorities. The planned increase was driven by capital expenditure in 2019/20.

Capital Financing Requirement: -

The table below shows the Capital Financing Requirement (CFR) for the Council in 2019/20.

The measure of the council's underlying need to borrow to finance its capital expenditure programme is known as the Capital Financing Requirement (CFR). The CFR is calculated from all the Council's historic capital expenditure, less that funded from other sources such as capital grants, capital contributions, capital receipts and capital reserves. The balance is therefore the amount that needs to be funded from external borrowing.

	Actual @ 31-03-19			Actual @ 31-03-20		
	General Fund	Housing Revenue Account	Total	General Fund	Housing Revenue Account	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Capital Financing Requirement (CFR)	249,467	86,280	335,747	329,539	86,090	415,629
Less other long-term Liabilities	(7,312)	0	(7,312)	(6,820)	0	(6,820)
Underlying capital borrowing requirement	242,155	86,280	328,435	322,719	86,090	408,809

The underlying capital borrowing requirement can be broken down in to external & internal borrowing as shown below: -

External borrowing	152,818	74,732	227,550	204,464	74,706	279,170
Internal borrowing	89,337	11,548	100,885	118,255	11,384	129,639
Total borrowing	242,155	86,280	328,435	322,719	86,090	408,809

By comparing the underlying capital borrowing requirement with the actual amount, the Council has borrowed, we deduct long term borrowing the Council has taken out, to show internal borrowing. Against a balance of £408.8m the Council has actually borrowed £279.2m resulting in internal borrowing of £129.6m. This is primarily because the underlying need to borrow is considered along with available balances when any decision to access external borrowing is taken.

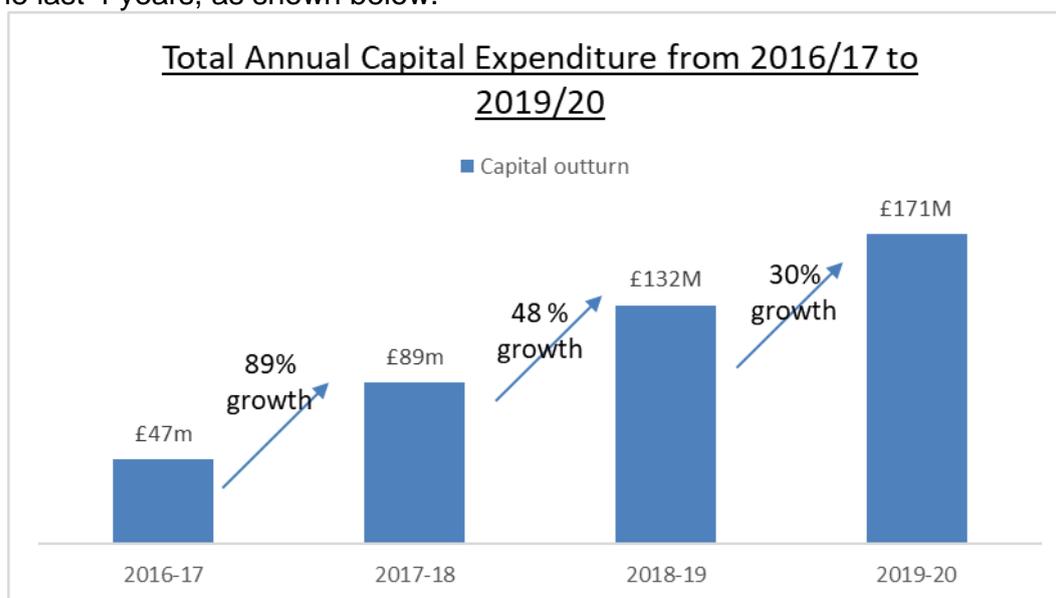
The level of internal borrowing is supported by the strength of the Council's cash balances. This has meant that the Council has been able to utilise its own cash holdings to finance (in the interim) its capital programme allowing the need to borrow to be deferred to a more opportune time. The underlying need to borrow is constantly reviewed by the Council's treasury team with our treasury advisors, who manage the day-to-day treasury cashflow by covering material expenditure when due and optimising its take up of external borrowing through the consideration of timing, duration and the balance of internal versus external borrowing. Through this proactive management, the Council can minimise its cost of debt. The treasury function of managing the cost of debt is as important as the investment strategy as the Council's need to borrow to support its capital programme increases.

Capital Expenditure

During 2019/20 the Council incurred £171m in capital expenditure (broken down into the following categories and priorities).

MTFP category	Expenditure 2019/20 £'000
Investment and Regeneration	96,759
Roads & Transport	44,726
Environment	12,719
Children Services and Schools	8,770
Climate Emergency	5,026
Internal Services	1,803
Adult Social Care	1,517
Total	171,320

Capital expenditure to deliver on the Council's key priorities has increased significantly over the last 4 years, as shown below.



4. The Council's Borrowing Activity

The Council is required to borrow to fund its capital programme where capital grants, contributions and receipts are not sufficient. The amount of new borrowing needed each year is determined by capital schemes approved in the capital programme. Short term borrowing is required to manage operational cashflow requirements.

The following table shows the movement in external borrowing during 2019/20.

	Opening @ 01-04-19	New Borrowing	Repayments of Borrowing	Closing @ 31-03-20
	£,000	£,000	£,000	£,000
External Borrowing	(227,550)	(75,000)	23,380	(279,170)

The capital expenditure in 2019/20 was £171m, of which £93m was allocated to be funded by borrowing. New external borrowing in 2019/20 was only £75m, by using internal borrowing for the £17.8m difference, this is estimated to have notionally saved more than £252k in debt financing costs.

In 2019/20, total debt interest payments made by the Council were £4.36m.

5. The Council's Investment Activities

The table below demonstrates the average value invested during 2019/20 and interest received.

	Average value invested	Interest received	Average rate of return	Balance as at 31st March 2020
	£'000	£'000	%	£'000
Investment Properties	31,164	1,592	5.11%	31,164
Local Authorities	73,856	934	1.27%	67,380
Money Markets	8,343	89	1.07%	11,226
Fund Managers	639	9	1.49%	643
Loans to Subsidiaries	24,401	943	3.86%	24,610
Total	138,403	3,567	2.58%	135,023

In 2019/20 the average rate of return achieved on investments was 2.58%. This compared favourably to the average 12 Month LIBOR - Historical Average rate of 1.22%, showing that the Council's treasury function has performed well in the current market of low interest rates and with the Council's priority of security rather than yield.

As part of the Council's policies on property investment the Council has invested £31m of its own balances; these generate £1.6m in annual revenues which is a return of 5.11%. Monetary investments achieve a return of c.1.9% over a similar investment term. This equates to c£1m additional income per annum.

The revenue budget for interest and dividends received in 2019/20 was £4.12m. Actual interest received on investments was £4.97m (including saving received from pension pre-payment), giving an actual surplus to the budget of £0.85m, not including the returns on the property investments.

Minimum Revenue Provision (MRP) is an annual amount set aside from the Council's revenue budget as a provision to repay debt (in respect of borrowing taken to finance capital expenditure). This is a mandated requirement of the CIPFA Prudential Code; it is a requirement for each individual Local Authority to determine what its own prudent MRP policy will be (within the parameters of the CIPFA code).

6. Conclusion

This report shows that during 2019/20 the Council's treasury management function has operated efficiently, and has continued to support the capital programme aligned to the key priorities, whilst maintaining strong financial resilience and adequate reserves

The treasury management strategy is revised and agreed annually at Council and is monitored throughout the year, with reports to Audit Committee and Council.

Despite the recent Covid-19 pandemic, the Council has maintained appropriate balances to support the cashflow for all liquidity requirements; this has required many of the normal investment activities to be reduced to shorter duration investments.

LOAN PORTFOLIO - as at 31st March 2020

Counterparty	Start Date	Maturity Date	Original Principal	Interest Rate	
East Sussex County Council	28/02/2020	28/02/2022	5,000,000	1.65%	LONG TERM
Leicester City Council	10/02/2020	10/02/2022	5,000,000	1.65%	LONG TERM
London Borough of Barking and Dagenham	30/01/2019	30/07/2021	10,000,000	1.55%	LONG TERM
London Borough of Barking and Dagenham	28/01/2020	28/01/2022	15,000,000	1.65%	LONG TERM
Oxfordshire County Council	23/03/2020	23/03/2022	5,000,000	1.65%	LONG TERM
Oxfordshire County Council	10/02/2020	10/02/2022	5,000,000	1.65%	LONG TERM
Police and Crime Commissioner for West Midlands, Birmingham	18/03/2019	25/03/2022	5,000,000	1.45%	LONG TERM
Tameside Metropolitan Borough Council	18/03/2019	18/03/2022	5,000,000	1.45%	LONG TERM
Tameside Metropolitan Borough Council	01/04/2019	01/04/2021	5,000,000	1.45%	LONG TERM
Tameside Metropolitan Borough Council	23/04/2019	23/04/2021	5,000,000	1.40%	LONG TERM
Mid Lothian Council	25/03/2020	24/03/2023	15,000,000	1.60%	LONG TERM
Wigan Council	28/08/2019	28/04/2020	5,000,000	0.79%	SHORT TERM
Tyne and Wear Passenger Transport Executive	24/01/2020	22/01/2021	5,000,000	1.00%	SHORT TERM
Middlesbrough Teeside Pension Fund & INV. Section-Middlesbrough Council	24/01/2020	04/05/2020	10,000,000	0.86%	SHORT TERM
Islington Council	28/03/2019	29/03/2021	10,000,000	1.40%	SHORT TERM
Lincolnshire County Council	27/03/2019	26/03/2021	5,000,000	1.42%	SHORT TERM
London Borough of Bromley	19/12/2018	18/12/2020	10,000,000	1.45%	SHORT TERM
London Borough of Wandsworth	11/03/2019	11/03/2021	10,000,000	1.45%	SHORT TERM
North Yorkshire County Council	26/02/2019	26/02/2021	5,000,000	1.45%	SHORT TERM
Public Works Loan Board	00/01/1900	01/08/2022	1,000,000	4.88%	LONG TERM
Public Works Loan Board	16/07/2004	01/02/2034	2,400,000	4.95%	LONG TERM
Public Works Loan Board	15/02/2006	01/08/2051	3,000,000	3.85%	LONG TERM
Public Works Loan Board	26/04/2006	30/09/2046	1,465,490	4.35%	LONG TERM
Public Works Loan Board	28/04/2006	01/08/2052	5,722,574	4.40%	LONG TERM
Public Works Loan Board	24/05/2007	31/03/2054	10,000,000	4.60%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2032	8,516,000	3.30%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2031	7,231,000	3.26%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2022	4,199,000	2.40%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2029	6,378,000	3.15%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2027	5,415,000	3.01%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2033	9,276,247	3.34%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2034	1,000,000	3.37%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2025	3,744,000	2.82%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2028	5,981,000	3.08%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2030	6,789,000	3.21%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2026	3,971,000	2.92%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2024	4,116,000	2.70%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2023	3,483,753	2.56%	LONG TERM
Public Works Loan Board	31/03/2017	31/03/2035	8,000,000	2.34%	LONG TERM
Public Works Loan Board	31/03/2017	31/03/2036	4,000,000	2.37%	LONG TERM
Public Works Loan Board	31/03/2017	31/03/2034	6,000,000	2.30%	LONG TERM
Public Works Loan Board	28/03/2012	28/03/2021	3,482,000	2.21%	SHORT TERM
Barclays	24/02/2007	24/02/2077	5,000,000	4.35%	LONG TERM
Barclays	11/01/2007	11/01/2077	5,000,000	4.60%	LONG TERM
Just retirement	06/02/2006	06/02/2066	5,000,000	4.88%	LONG TERM
Barclays	16/02/2006	16/02/2066	2,000,000	3.68%	LONG TERM
Barclays	19/10/2006	19/10/2076	5,000,000	3.73%	LONG TERM
Barclays	19/10/2006	19/10/2076	2,000,000	3.77%	LONG TERM
Total Wokingham Borough Council (including HRA) external debt					
Long term			215,688,064		
Short term			63,482,000		
			279,170,064		
Internal loan form genral fund to HRA					
Internal loans HRA			8,873,978	4.50%	LONG TERM
Internal loans HRA			1,808,000	3.50%	LONG TERM
	79		10,681,978		

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TITLE	Wokingham Outbreak Control Plan Summary
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	None Specific;
LEAD OFFICER	Chief Executive - Susan Parsonage
LEAD MEMBER	Leader of the Council - John Halsall

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

This report is to inform the Executive about the requirement for the council to produce an outbreak control plan jointly with Public Health England and the Strategic Director of Public Health by the end of June 2020.

RECOMMENDATION

That the Executive:

- 1) note the scale of preparation in a short time scale to develop an outbreak control plan jointly with Public Health England and other partners;
- 2) comment on the impact of the plan for the public.

EXECUTIVE SUMMARY

Local authorities have a key role in managing Covid-19 locally and as such the government, through Public Health England, has required each upper tier local authority in England to create an Outbreak Control Plan.

The Outbreak Control Plan details the Council's actions to Prevent, Monitor and React to local outbreaks of Covid19.

The Outbreak Control Plan has 7 themes:

- Care Settings and Schools
- High Risk Workplaces, Communities and Localities
- Mobile Testing Units & Local Testing Approaches
- Contact Tracing in Complex Settings
- Data Integration
- Vulnerable People
- Local Boards

The Outbreak Control Plan was published on the 30th June to enable the Council to meet the requirements set by the Government.

The Outbreak Control Plan is supported by detailed operational plans for likely scenarios that we have identified from utilising local knowledge.

The deadline has been challenging but in the creation of the place we have engaged with the Leader, Public Health Berkshire, Public Health England, members of the Voluntary Sector, Towns and Parish Councils and members of the Community Safety Partnership.

The Outbreak Control Plan is a living document and will be updated as the situation evolves and new evidence emerges on the best way to prevent and react to outbreaks.

BACKGROUND

The Council has a unique responsibility to lead and co-ordinate action to prevent COVID-19 outbreaks and spread as the country reduces lockdown measures. This follows government guidance issued in May.

The scale of corona virus on the Wokingham population both cases and deaths has been just below the England average. This is reported weekly on the council website.

The virus is still circulating although at significantly reduced levels. As the country reduces lockdown, particularly from 4th July, we need to be ready to identify and manage outbreaks as emergency responses to reduce the spread of the virus.

The Council has a robust care homes outbreak plan. This plans extends to schools and all high risk places.

The plan incorporates prevention of outbreaks, management of outbreaks as they occur, and how the Council will communicate with the public.

The plan will change as we learn more about coronavirus spread, national policy changes and learning from outbreaks in other parts of the country.

The Council has been given a further £499k to support outbreak planning. This might not be enough if we are required to deal with multiple complex outbreaks and need to scale up our immediate response to outbreaks and support Public Health England with contact tracing.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	£499k	No Unknown at present This is a worldwide pandemic and we are preparing for managing outbreaks. There might be additional costs for expanding contact tracing.	Revenue
Next Financial Year (Year 2)	unknown	unknown	
Following Financial Year (Year 3)	Unknown	unknown	

Other Financial Information
As lockdown reduces we have planned for the prevention and management of outbreaks with increased staffing resources to support this. The scale of potential outbreak response is unknown.

Stakeholder Considerations and Consultation
The plan has been jointly agreed between the Local Authority, Strategic Director of Public Health and Public Health England.
A Berkshire West Health Protection Board has been established to oversee the development of the outbreak plans and to scrutinise outbreak plans from all parts of the system. The NHS is a key partner on this board.

Public Sector Equality Duty
Due regard is being taken of this duty by analysing patterns of Covid-19 by age, sex, vulnerability and ethnicity.

Climate Emergency – <i>This Council has declared a climate emergency and is committed to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030</i>
The impact of lockdown on climate change indicators has been significant such as reduced travel. The outbreak plan itself does not address climate change.

List of Background Papers
Wokingham Outbreak Control Plan Summary

Contact Meradin Peachey	Service Digital and Design
Telephone	Email meradin.peachey@wokingham.gov.uk



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Outbreak Control Plan

Summary Slides

What is an outbreak plan?



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- We want to keep our community as safe as we can as lockdown restrictions are eased, an Outbreak Plan ensures we are prepared and able to actively prevent outbreaks from occurring

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- An Outbreak Plan ensures that we have a robust and safe way of managing an outbreak within the borough
- By working with partners, we have built on local knowledge and insight and included this within our plan
- Our local Outbreak Plan, is part of a wider, national programme that is there to support the Test and Trace initiative

Wokingham Borough



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426 schools
and early
years
settings

52 Care
homes

171,119
residents

8865
businesses

69.1 sq.
miles

Definitions: what is an incident, outbreak and complex case



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- An 'incident' is one confirmed case of Covid-19 or a symptomatic person

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- An 'outbreak' is defined as two or more linked cases
- Complex cases are in high risk settings, such as an impact on infrastructure, cases/contacts who are unable to comply with restrictions or an increase in severity, frequency of cases

Our Local Outbreak Control Plan centres on 7 key Themes



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- 1 Care Settings and Schools**
Prevent and manage outbreaks in specific individual settings (e.g. schools, care homes)
- 2 High Risk Workplaces, Communities and Locations**
Prevent and manage outbreaks in other high-risk locations, workplaces and communities
- 3 Mobile Testing Units & Local Testing approaches**
There will be sites for mobile testing in Berkshire. We have identified locations for testing sites and can deploy as needed
- 4 Contact Tracing in Complex Settings**
Public Health England (PHE) does contact tracing for complex settings with support from WBC as needed
- 5 Data Integration**
Our data is being managed by Public Health and will be used to identify hotspots and enable us to target efforts
- 6 Vulnerable People**
Support vulnerable people and ensure services meet the needs of diverse communities
- 7 Local Boards** (including Communication & Engagement)
Local Boards prevent outbreaks and manage outbreaks through Incident Control Teams with the PHE as necessary

Managing risks locally



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We have developed outbreak plans for a number of key areas, such as:

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Local
Businesses

Workplaces

Public
transport

Schools
and
nurseries

Care
homes and
other care
settings

Public
Spaces and
community

What measures have we introduced?



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- Provided support packages (such as online resources to support home based learning) to all schools and early years settings, and supported schools on expanded attendance during the re-opening of schools phase
- Continuing to support vulnerable people within the Borough, including the support for care homes and care settings, along with our joint community support with the voluntary sector and advice on PPE
- Risk assessments, signage and marshalling to keep our leisure, parks and open spaces available to our community where possible
- Provided support packs for local retailers and businesses with social distancing advice, guidelines and useful resources such as posters and floor stickers
- Clear signage across the towns that ensure people remember the importance of social distancing, hand sanitisation and queuing safely
- Increased social media and marketing campaigns to keep businesses and residents up to date with useful information and to contain outbreak/prevent further cases associated with an ongoing outbreak

As guidance changes, our measures will be reviewed and updated

How will we respond to an outbreak?



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We will:

- Act swiftly with partners to put local actions in place to support Public Health England's recommendations on controlling spread
- 92 ○ Offer advice and support to all residents and businesses to help them keep safe and support them in the event of an outbreak
- Support our community by promoting social distancing, handwashing and self-isolation
- Assist our more vulnerable residents who need extra help
- Communicate quickly where we have an outbreak
- Monitor data on infections to prevent further outbreaks

What actions might be taken?



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If there is an outbreak, we may need to take action to help keep our community safe:

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Specific advice on PPE, infection prevention, control measure and contact tracing

Testing of people with and without symptoms

Restricting attendance at an outbreak site

Cancelling events

Closing community facilities and premises if needed

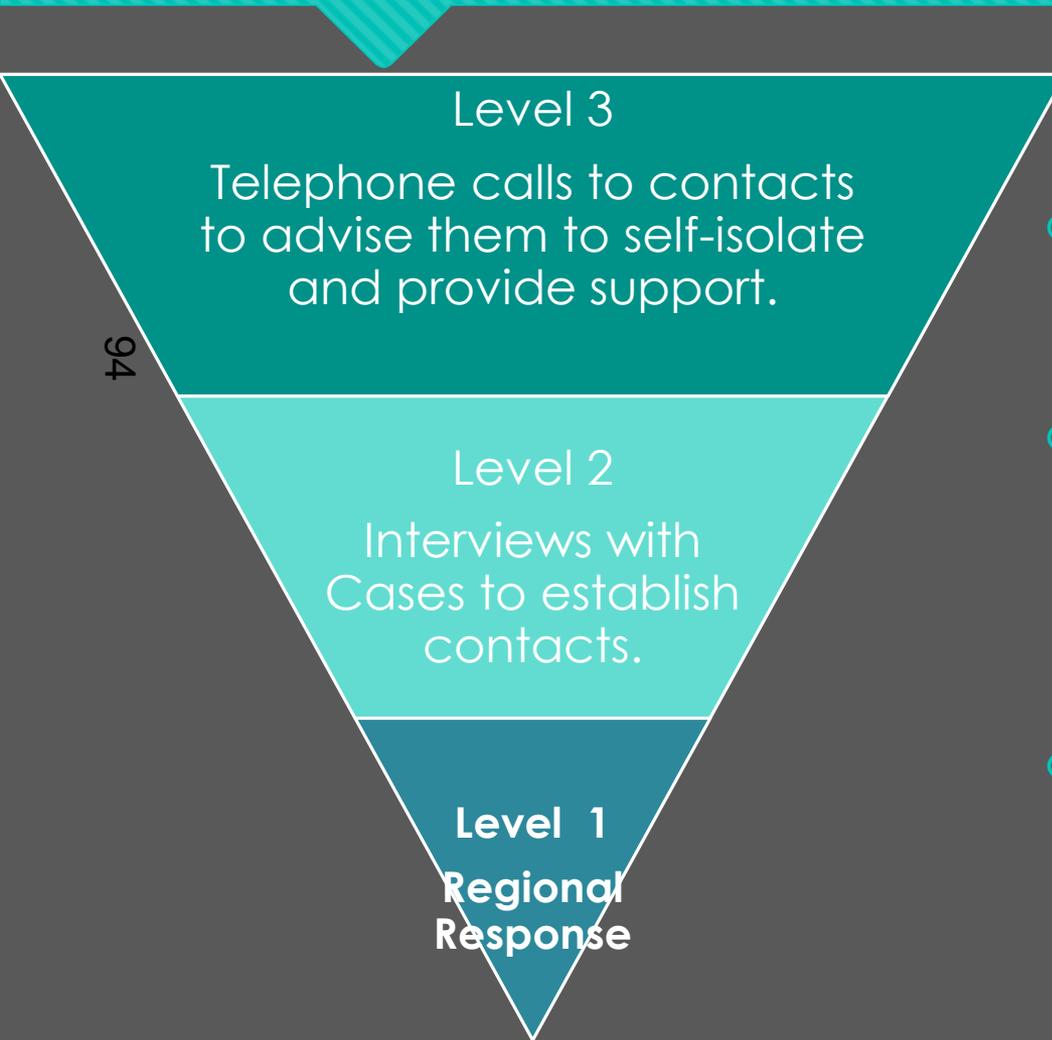
Alert messaging

We would look to minimise the outbreak and impact on the community prior to closing any premises or services

How the National Scheme works



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- Level 3 – National Contact Centre for advice and guidance
- Level 2 – Led by NHS professionals to undertake interviews and gather further info for contact tracing
- Level 1 - Led by Public Health England with WBC, focussed on investigating and containing outbreaks and providing local support

What happens if there is an outbreak?



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Supporting our community together



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Governance



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The WBC Outbreak Engagement Board keep the public informed about Covid-19 in the community

Overseen by our two Berkshire Health Protection Boards key partners will work together to control spread locally

The Thames Valley Local Resilience Forum will act across a broader geography if needed

The South East Regional Oversight Group will help us learn from other areas

How we will communicate



WOKINGHAM
BOROUGH COUNCIL

There are two key objectives:

- To prevent local outbreaks through promotion of social distancing measures, good hygiene and observance of self-isolation rules where necessary
- To support response to any outbreaks that occur through timely and accurately targeted communications and contact tracing

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To achieve these we will:

- Keep our website up to date with the latest information and guidance.
- Use appropriate media channels to communicate with target audiences and stakeholders
- Work with partners to make sure information is clear and accurate
- Build on existing communications for Covid-19 to ensure joined up approach
- Hold Outbreak Engagement Boards (led by local councillors and accountable to the public) fortnightly (or more often as required).

Next steps



WOKINGHAM
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Refine

Refine the plan with partners



Adapt

Adapt the plan as we learn more about Covid-19 and local outbreaks



Review

Review our plans alongside new national programmes

Guidance and support



WOKINGHAM
BOROUGH COUNCIL

We are here to support our community; for more information visit :
www.wokingham.gov.uk

100
Gain
Gov't
website

www.gov.uk/coronavirus

Health
advice
(inc.
isolation)

www.nhs.uk/coronavirus

Local
help and
support

www.citizensadvicewokingham.org.uk

Testing
and
Tracing

www.nhs.uk/conditions/coronavirus-covid-19/testing-and-tracing/

Business
advice

www.berkshirebusinesshub.co.uk/coronavirus-advice-for-businesses

Mental
wellbeing
support

www.berkshirehealthcare.nhs.uk

TITLE	Central and Eastern Berkshire Joint Minerals and Waste Plan: Duty to Cooperate and Statements of Common Ground
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	None specific
LEAD OFFICER	Director, Place and Growth - Chris Traill
LEAD MEMBER	Executive Member for Planning and Enforcement - Wayne Smith

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

This report seeks approval to agree a number of Statements of Common Ground (SoCG) covering minerals and waste matters. SoCG provide a written record of the outcome of engagement, clarifying areas of agreement and where necessary areas of disagreement.

They are central to demonstrating compliance with the duty to cooperate and principle of cooperation established by the Localism Act (2011), the Planning and Compulsory Purchase Act 2004 and national planning policy set out in the National Planning Policy Framework (NPPF).

RECOMMENDATION

The Executive is asked to:

- 1) approve the following Statements of Common Ground as part of on-going Duty to Cooperate requirements:
 - i. South East Waste Planning Advisory Group (SEWPAG) Statement of Common Ground concerning Strategic Policies for Waste Management (see Appendix A).
 - ii. Statement of Common Ground between the Central and Eastern Berkshire Authorities and Buckinghamshire Council, Central Bedfordshire Council, Hampshire County Council, Oxfordshire County Council, Surrey County Council, South Downs National Park Authority, West Berkshire Council and Wiltshire Council concerning Soft Sand Supply (see Appendix B).
 - iii. Statement of Common Ground between the Central and Eastern Berkshire Authorities, and Buckinghamshire Council, Hampshire County Council, Oxfordshire County Council, Surrey County Council, West Berkshire Council and Wiltshire Council, concerning Sharp Sand and Gravel Supply (see Appendix C).

iv. Statement of Common Ground between Central and East Berkshire Authorities and the South London Waste Plan Boroughs concerning Strategic Policies for Waste (see Appendix D).

v. Statement of Common Ground between Westminster City Council, the Royal Borough of Windsor and Maidenhead and Wokingham concerning strategic waste matters (see Appendix E).

2) agree that delegated authority be given to the Director of Place and Growth, in consultation with Executive Member responsible for Strategic Planning, to enter into future Statements of Common Ground.

3) agree that any minor changes to the SoCG be delegated to the Director of Place and Growth, in consultation with the Executive Member for Planning and Enforcement.

EXECUTIVE SUMMARY

Wokingham Borough Council is preparing the Joint Central and Eastern Berkshire Minerals and Waste Plan with the Royal Borough of Windsor and Maidenhead (RBWM), Bracknell Forest Borough Council and Reading Borough Council. The Joint Plan is being produced in collaboration by Hampshire Services (part of Hampshire County Council).

The Localism Act (2011) and national planning policy and guidance require that strategic policy-making authorities demonstrate effective and on-going joint working as part of the 'Duty to Cooperate'. This is demonstrated through the preparation of Statements of Common Ground (SoCG), that set out how cross boundary issues have been jointly addressed and how they will be considered in the future by the council, alongside other authorities and prescribed bodies.

The report seeks approval for multiple SoCG with various Local Authorities across southern England. Approving these Statements of Common Ground, is a key part of the Central and Eastern Berkshire authorities demonstrating how the duty to cooperate has been met, which will be tested by the Planning Inspector during examination in public of the Joint Plan. Although the SoCG are all at an advanced stage, due to the number of parties involved further alterations may be required. The report also seeks delegated authority to the Director of Place and Growth, in consultation with the Executive Member responsible for Strategic Planning enter into future Statements of Common Ground. Where appropriate Executive will continue to be engaged in this process.

At a regional level the South East Waste Planning Advisory Group (SEWPAG) grouping of Waste planning authorities in South Eastern England has collectively prepared a SoCG. This SoCG covers the strategic matter of planning for the management of waste. Once agreed, it will provide a meaningful basis for ongoing engagement on cross-boundary matters. This SoCG will ensure planned provision for waste management in South East England is consistent and coordinated as far as possible across the region

No sites for the extraction of soft sand or sharp sand and gravel in Wokingham Borough are proposed for allocation in the Plan, although there are several others in the wider plan area. Despite the inclusion of these sites, there is anticipated to be insufficient sites to meet the minerals requirement over the plan period. In recognition of the expected

shortfall two SoCG have been prepared with local authorities who currently supply both forms aggregates to central and eastern Berkshire. These SoCG recognise the existing movements into the plan area and set out how these authorities should take into consideration the sharp sand and gravel requirements of central and eastern Berkshire in their future plan-making, as required by the NPPF.

Other authorities are also preparing new planning policies for waste management, including Westminster City Council and The South London Waste Plan Boroughs (LB Croydon, RB Kingston, LB Merton and LB Sutton). The Planning Practice Guidance recognises that given the unique waste needs of London, there is likely to be a need for other waste planning authorities to take some of London's waste. Two further SoCG therefore recognise the movements of waste between these authorities and Wokingham Borough. Star Works treatment facility currently receives strategic volumes of waste from these plan areas. These SoCG set out that there is no current planning reason that the movement of waste to this site may not continue.

Background

Statements of Common Ground

Local Planning Authorities are under a duty to cooperate with each other, and with other prescribed bodies, on strategic matters that cross administrative boundaries. Whilst this often relates to neighbouring local planning authorities this is not exclusively so, and some issues require engagement and cooperation over a wider geography.

In order to demonstrate effective cooperation, national planning policy and guidance expects authorities and relevant bodies to prepare Statements of Common Ground (SoCG). These provide a written record of the outcome of engagement, clarifying areas of agreement and where necessary areas of disagreement.

SoCG are particularly key in demonstrating that a local plan has been prepared in accordance with the legal and procedural requirements, and whether they are 'sound.' Plans are 'sound' if they meet four tests, which specifically refer to effective joint working on cross boundary strategic matters.

Minerals and waste is a matter of strategic importance with impacts clearly crossing administrative boundaries. Cooperation with is required over a wide geographical area, reflecting the moment of minerals and waste.

Central and Eastern Berkshire Joint Minerals and Waste Plan

Planning for the future production of minerals and for the management of waste disposal is a strategic matter normally undertaken at a county level. Within Berkshire this responsibility falls to each unitary authority, however in recognition of the strategic nature, Bracknell Forest, Reading, the Royal Borough of Windsor and Maidenhead (RBWM) and Wokingham Councils have agreed to work together to prepare a Joint Minerals and Waste Plan (hereafter referred to as the Joint Plan).

The Joint Plan will replace the current minerals and waste planning policies contained in the Replacement Minerals Local Plan for Berkshire (Adopted in 1995 but subject to Alterations in 1997 and 2001) and the Waste Local Plan for Berkshire (1998).

It is important that the Joint Plan is prepared to ensure that planning policies are effective in managing decisions by the council and, where these are appealed, by the Planning Inspectorate.

Slough Borough Council is not part of this joint arrangement due to local complications linked to the potential expansion of Heathrow Airport, but have been closely engaged due to the functional links between them and the rest of Berkshire. West Berkshire Council have chosen to prepare a separate Minerals and Waste Local Plan, but again have been closely engaged.

STATEMENTS OF COMMON GROUND OVERVIEW

Regional Statements of Common Ground

South East Waste Planning Advisory Group (SEWPAG) Statement of Common Ground Concerning Strategic Policies for Waste Management

The central and eastern Berkshire authorities are all members of the South East Waste Planning Advisory Group (SEWPAG). The purpose of SEWPAG is to share waste planning knowledge and cooperate on regional waste matters.

SEWPAG members and proposed signatories to this SoCG are as follows;

- Brighton & Hove City Council
- Buckinghamshire County Council
- East Sussex County Council
- Hampshire County Council (incorporating Southampton City, Portsmouth City and New Forest National Park Waste Planning Authorities)
- Isle of Wight Council
- Kent County Council
- Medway Council
- Milton Keynes Council
- Oxfordshire County Council
- Slough Borough Council
- South Downs National Park Authority
- Surrey County Council
- West Berkshire Council
- West Sussex County Council

This draft SoCG covers the following broad range of waste management topics;

- Net self-sufficiency;
- Movements of waste between authorities;
- Permanent deposition of inert excavation waste;
- Safeguarding;
- The Green Belt;
- Areas of Outstanding Natural Beauty;
- National Parks;
- Non-Hazardous Waste Landfill

These topic areas are consistent with the policies set out in the Joint Plan. Both the SoCG and the emerging Joint Plan having been prepared to reflect national policy and guidance set out in the NPPF and PPG.

Sub-Regional Central and Eastern Berkshire Authorities Joint Minerals and Waste Plan Statements of Common Ground

The SoCG for soft and sharp sand and gravel respectively have been prepared by Hampshire Services in support of the emerging Central and Eastern Berkshire Joint Plan.

As minerals planning authorities (MPAs), the Central & Eastern Berkshire Authorities are required to plan for a steady and adequate supply of aggregates (sand and gravel) to serve the construction industry¹. Within the Joint Plan area, although there is a large volume of recorded deposits, an insufficient number of, suitable and viable soft and sharp sand and gravel sites have been promoted to the Joint Plan. Adequacy of supply is therefore dependant on imports from other areas. These SoCG demonstrate that engagement has occurred on this issue and that parties are satisfied that the matter has been suitably addressed.

Statement of Common Ground concerning Soft Sand Supply

This SoCG concerns the movement of soft sand across authority areas. Soft sand, is an important aggregate mineral used specifically in building mortar by the construction industry. The properties of soft sand mean that as a material it cannot be substituted by alternate materials for its specialised uses.

The signatories to this SoCG are:

- The Central and Eastern Berkshire Authorities;
and
- Buckinghamshire Council;
- Central Bedfordshire Council;
- Hampshire County Council;
- Oxfordshire County Council;
- Surrey County Council;
- South Downs National Park Authority;
- West Berkshire Council;
- West Sussex Council; and
- Wiltshire Council.

The Local Aggregate Assessments (LAA) for Central and Eastern Berkshire notes that the soft sand resources in the Plan area are generally poor quality, and cannot be extracted viably.

The Star Works quarry, Knowl Hill, retains approved soft sand reserves, but it is poor quality and there are no plans for extraction. No sites in the Joint Plan are proposed for soft sand extraction. Soft sand used within Central and Eastern Berkshire will therefore continue to be, sourced from elsewhere. Further detail is set out in the Soft Sand Study that supports the Joint Plan, which identifies a number of sources of soft sand, including:

- Bedfordshire
- Buckinghamshire
- NE Hampshire
- SW Hampshire
- Oxfordshire
- Surrey
- West Berkshire
- West Sussex; and
- Wiltshire

¹ Planning Practice Guidance Paragraph: 060 Reference ID: 27-060-20140306

Given the number of parties involved in this SoCG, there may be the requirement for further changes to the wording to be undertaken.

Given the current lack of viable soft sand resources in the Plan Area, the signatories recognise existing movements of soft sand across the plan areas. The soft sand requirements of Central and Eastern Berkshire should also be taken into account as part of the plan preparation process.

Statement of Common Ground on Sharp Sand and Gravel Supply

Sharp sand and gravel aggregates are essential to support economic growth and their supply is important to enable construction activity.

Despite undertaking four call for sites exercises very few sites have been promoted for consideration within the plan area for minerals extraction. Whilst the proposed 'Areas of Search', looks to identify possible areas of future extraction, there is an acknowledge deficit against the future minerals requirement. This SoCG considers the sources of sharp sand and gravel and seeks to acknowledge these movements in the preparation of emerging minerals plans.

The signatories to this SoCG are:

- The Central and Eastern Berkshire Authorities;
and
- Buckinghamshire Council;
- Hampshire County Council;
- Oxfordshire County Council;
- Surrey County Council;
- West Berkshire Council; and
- Wiltshire Council.

Given the number of parties involved in this SoCG, there may be the requirement for further changes to the wording to be undertaken.

Taking into account existing reserves, over the plan period there is a total requirement of 5.447 Mt of sharp sand and gravel (0.628 Mt per annum).

Despite recent planning permissions in RBWM, it is acknowledged that there is a current shortfall of 2.5 Mt in total provision.

The SoCG notes that sand and gravel moves across Local Authority boundaries as the market dictates that sand and gravel will be obtained from the cheapest location for that particular material, and mineral planning authority boundaries do not influence the flow of minerals.

The most recent data available on the movement of sand and gravel is the 2014 Aggregate Monitoring survey², which shows slightly over half of the sand and gravel consumed in Berkshire originated from Berkshire itself and the rest being imported from a range of localities.

² Aggregate minerals survey for England and Wales, 2014 (BGS, 2 November 2016)
<https://www.gov.uk/government/collections/minerals>

Neighbouring mineral planning authorities have been identified as potential future sources of sharp and gravel should suitable proposals not be forthcoming within the Area of Search to meet demand. Wiltshire was also included as a potential source of supply based on the 2014 Aggregate Monitoring survey.

The SoCG sets out that given the shortfall of provision in the Central and Eastern Berkshire area, the parties recognise existing movements and should take into consideration the sharp sand and gravel needs of Central and Eastern Berkshire in their plan-making, as required by the NPPF.

There no commitment by any single party to supply any shortfall in sharp sand and gravel to Central and Eastern Berkshire but for parties to plan positively in order to continue existing supply sources, where sustainable and in compliance with national policy. In the event current supply patterns cannot be maintained alternatives will be explored under the Duty to Cooperate during plan preparation.

Statements of Common Ground with London Authorities

Statement of Common Ground Between Central and East Berkshire Waste Authorities and the South London Waste Plan Boroughs concerning Strategic Policies for Waste

The South London Waste Plan Boroughs (LB Croydon, RB Kingston, LB Merton and LB Sutton) are currently updating their planning policies on waste management. They have prepared a SoCG between the South London Waste Plan Boroughs and the Central and Eastern Berkshire Authorities.

Whilst the respective plan areas are not geographically adjacent the (SoCG) recognises that both plan areas provide specialist waste facilities for waste arising in the other, and waste is transferred between the plan areas. .

The draft SoCG sets out the following;

- Both groups of authorities intend to meet or exceed their waste arisings for Household and Commercial & Industrial Waste and for Construction & Demolition Waste (CD&E).
- There will be cross-boundary movements of waste, as contracts are market driven and made between waste management operators and their clients.
- The movement of CD&E waste to landfill sites within RBWM can continue over the plan period as pre-existing sites are proposed for allocation in the Joint Plan.
- That treatment of clinical waste at the Star Works treatment facility should be able to continue in the future.³

Further to this it commits both groups of authorities to;

- Commenting on draft proposals within emerging Waste Plans;
- Be members of the respective waste technical advisory groups as mandated by national policy; and

³ This is separate to the landfill operation at the rear of the site. Restoration is due to be completed shortly, and is subject to an application to extend the time period in which to complete this restoration.

- Monitor their respective waste plans and inform each other of any notable deviation from the expected progress of their plan in reaching management capacity

The preparation of this SoCG is at an advanced stage, however following engagement with the parties further alterations may be required.

Statement of Common Ground on Strategic Waste Matters, between Westminster City Council, the Royal Borough of Windsor and Maidenhead and Wokingham.

Westminster City Council are updating their planning policies on waste management, and have prepared a SoCG between, Wokingham Borough Council and the RBWM. The SoCG recognises the unique position of London, in that there is likely to be a need for waste planning authorities surrounding London to take some of London's Waste⁴.

The SoCG recognises that Westminster requires assistance in managing its Construction, demolition and excavation (CD&E) and hazardous waste, which it is unable to manage within its boundaries.

The draft SOCG acknowledges that there are no known planning reasons why CD&E waste exports cannot continue to Kingsmead landfill site in RBWM⁵.

The Star Works treatment facility receives some of Westminster's healthcare waste. The SoCG seeks to acknowledge the existing movements of waste between Westminster and Wokingham, and reflects the approach taken in the aforementioned South West London Waste Plan SoCG

Other Statements of Common Ground

DtC is an on-going process and not limited to those authorities listed above. Engagement and cooperation between local authorities will continue and further or amended SoCG will need to be considered in the future. Executive is therefore requested to give delegated authority to the Director of Place and Growth, in consultation with the Executive Member responsible for Strategic Planning to enter into future Statements of Common Ground. Where appropriate, Executive will be engaged in this process.

Risk Management

The main risk of not signing suitable SoCG is that the Joint Plan might not be found 'legally compliant' and 'sound' by a Planning Inspector due to the absence of clear information showing the duty to cooperate has been discharged. Approving the SoCG will reduce this risk.

Legal Compliance

The Localism Act replaced regional governance with the 'Duty to Co-operate' (DtC), to be fulfilled at the local level. The DtC is set out in Section 33A of the Planning and Compulsory Purchase Act 2004, amended by Section 110 of the Localism Act 2011.

⁴ Planning Practice Guidance Paragraph: 044 Reference ID: 28-044-20141016

⁵ Waste Data Interrogator 2014-2018

Local planning authorities, county councils and other “prescribed” bodies (those bodies with statutory functions) are required to co-operate with each other to address strategic matters relevant to their areas in the preparation of a development plan document.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	Nil	NA	NA
Next Financial Year (Year 2)	Nil	NA	NA
Following Financial Year (Year 3)	Nil	NA	NA

Other Financial Information

None

Stakeholder Considerations and Consultation

Consultation was undertaken with other plan making authorities as part of preparing the SoCG.

Public Sector Equality Duty

An Equalities Impact Assessment has been prepared as part of the related report concerning consultation and submission of the Joint Plan.

Climate Emergency – *This Council has declared a climate emergency and is committed to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030*

The decision supports the Joint Plan, and therefore sustainable mineral extraction and waste management as part of plan led approach to providing opportunities to mitigate and adapt to the effects of climate change

List of Background Papers

South East Waste Planning Advisory Group (SEWPAG) Statement of Common Ground Concerning Strategic Policies for Waste Management

Statement of Common Ground concerning Soft Sand Supply

Statement of Common Ground on Sharp Sand and Gravel Supply

Statement of Common Ground Between Central and East Berkshire Waste Authorities and the South London Waste Plan Boroughs concerning Strategic Policies for Waste

Statement of Common Ground on Strategic Waste Matters, between Westminster City Council, the Royal Borough of Windsor and Maidenhead and Wokingham.

Contact Edward Driver	Service Place Commissioning
Telephone Tel: 0118 974 6518	Email edward.driver@wokingham.gov.uk

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Statement of Common Ground between Waste
Planning Authority members of the South East
Waste Planning Advisory Group Concerning
Strategic Policies for Waste Management

March 2020

Statement of Common Ground between Waste Planning Authority members of the South East Waste Planning Advisory Group Concerning Strategic Policies for Waste Management

March 2020

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1.0 Introduction and Parties involved

1.1 National policy¹ states that: *“Local planning authorities and county councils (in two-tier areas) are under a duty to cooperate with each other, and with other prescribed bodies, on strategic matters that cross administrative boundaries.”* and *“Strategic policy-making authorities should collaborate to identify the relevant strategic matters which they need to address in their plans.”*

1.2 National policy² expects that Local Plans will include ‘non-strategic’ and ‘strategic’ policies, and explains that strategic policies should.....*“set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for:.....infrastructure”* and this includes *“for.....waste management”*.

1.3 National policy³ states: *“In order to demonstrate effective and on-going joint working, strategic policy-making authorities should prepare and maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these.”*

1.4 The management of waste has no regard to administrative boundaries, with waste arising in one authority’s area frequently being managed in another. Furthermore, in order to secure economies of scale, waste management facilities will often have a catchment which extends beyond the boundary of the planning area within which it is situated. This is recognised in the current⁴ National Planning Policy for Waste that expects waste planning authorities to: *“plan for the disposal of waste and the recovery of mixed municipal waste in line with the proximity principle, recognising that new facilities will need to serve catchment areas large enough to secure the economic viability of the plant;”*. For these reasons the management of waste is a cross boundary strategic matter, the planning for which requires co-operation between waste planning authorities.

1.5 This document represents a **Statement of Common Ground between Waste Planning Authorities in the South East (SCG)** concerning the strategic matter of planning for the management of waste. The waste planning authorities in the south east have responsibility for planning for the future management of waste in their areas by including relevant strategic policies in their Local Plans.

1.6 The waste planning authorities in the south east (‘the Parties’) are as follows:

- Bracknell Forest Council
- Brighton & Hove City Council
- Buckinghamshire County Council
- East Sussex County Council
- Hampshire County Council (incorporating Southampton City, Portsmouth City and New Forest National Park Waste Planning Authorities)
- Isle of Wight Council
- Kent County Council
- Medway Council
- Milton Keynes Council
- Oxfordshire County Council

¹ Paragraph 24 and 25 of the National Planning Policy Framework February 2019

² Paragraph 20 of the National Planning Policy Framework February 2019

³ Paragraph 27 of the National Planning Policy Framework February 2019

⁴ The version of National Planning Policy for Waste referred to in this document was published on 16 October 2014: <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

- Reading Borough Council
- Royal Borough of Windsor and Maidenhead
- Slough Borough Council
- South Downs National Park Authority
- Surrey County Council
- West Berkshire Council
- West Sussex County Council
- Wokingham Borough Council

1.7 This SCG has the following broad aims:

- To ensure that planned provision for waste management in the South East of England is co-ordinated, as far as is possible, whilst recognising that provision by waste industry is based on commercial considerations;
- to ensure that the approach to waste planning throughout the South East is consistent between authorities;
- to help ensure that sufficient waste management capacity is planned for within each authority area which in turn will lead to regional net self sufficiency; and,
- to provide evidence of co-operation that has occurred, and is occurring, between the south east Waste Planning Authorities (WPAs) which helps underpin the preparation of their waste planning policies

1.8 The SCG sets out matters of agreement, reflecting the spirit of co-operation between the Parties. It is, however, not intended to be legally binding or to create legal rights.

1.9 This SCG replaces the 'Memorandum of Understanding between the Waste Planning Authorities of the South East of England, April 2017'.

2.0 Strategic Matters and Areas of Agreement

Net self-sufficiency

2.1 **The Parties agree** that they will plan for net self-sufficiency which assumes that within each waste local plan area the planning authority or authorities will plan for the management of an amount of waste which is equivalent to the amount arising in that plan area. For the avoidance of doubt, **the Parties agree** that they will plan on the basis that no provision has to be made in their waste local plans to meet the needs of any other waste local plan area which are basing their waste policies on achieving the principle of net self-sufficiency.

2.2 **The Parties accept** that when using this principle to test policy, it may not be possible to meet this requirement for all waste streams, particularly where a specialist facility is required to manage specialist waste streams such as hazardous waste.

2.3 **The Parties agree** that they will therefore prepare plans which provide for the development of facilities that will manage waste produced within, and beyond, their areas based on net self-sufficiency and in accordance with the waste hierarchy.

2.4 **The Parties recognise that** there may be cases where, despite assessing reasonable options, some waste will not be planned to be managed within a waste plan area because of difficulty in delivering

sufficient recovery⁵ or disposal capacity (E.g. Due to certain designations e.g. Green Belt, AoNB, National Park (see sections below)). **The Parties agree** that provision for unmet requirements from other authority areas may be included in a waste local plan but any provision for facilities to accommodate waste from other authorities that cannot or do not intend to achieve net self-sufficiency will be a matter for discussion and agreement between authorities and is outside the terms of this SCG.

2.5 **The Parties note** that, despite assessing reasonable options, there may be some kinds of waste requiring specialist treatment that cannot be managed within their own plan area, either in the short term or within the relevant plan period. These may include hazardous wastes and radioactive wastes. Where provision for the management of these wastes will be planned for in a different waste planning authority area, this will need to be considered between the relevant authorities. **The Parties agree** that provision for some kinds of wastes, including hazardous and radioactive waste, from other authority areas may be included in a waste local plan but that any provision for facilities to accommodate this waste from other authorities that cannot or do not intend to achieve net self-sufficiency will be a matter for discussion and agreement between authorities and is outside the terms of this SCG.

Supporting information:

2.6 *Net self-sufficiency is a principle generally applied to waste planning that means an authority will plan for waste management facilities with sufficient capacity to manage an amount of waste that is equivalent to the amount predicted to arise within its area (irrespective of imports and exports). This helps ensure that sufficient waste management capacity is provided consistent with National Planning Policy for Waste⁶.*

2.7 *The approach of net self-sufficiency in the south east was originally set out in the South East Plan and was subsequently included in the Memorandum of Understanding⁷ between the WPAs in the South East. Therefore, all WPAs in the south east have calculated waste management requirements that need to be planned for in their areas on this basis. Examination of such plans has found that this is a sound basis on which to plan for future waste management requirements.*

Movements of waste between authorities

2.8 **The Parties recognise** that the application of net self-sufficiency in local plans does not mean that an exact equivalent amount of waste, of the same type, will be transported between areas. It is possible that particular conditions exist which mean more waste is transported to one authority than another. However net self-sufficiency means that such a situation would, in principle, be broadly balanced by movements between other authorities.

2.9 **The Parties recognise** that for a majority of existing waste management facilities, there are no restrictions on the handling of waste that has arisen outside their authority area. In order to avoid impediments to the normal functioning of the waste management market, **the Parties agree** that they will seek to avoid preparing planning policy that might hinder the movement of waste between areas

⁵ 'Recovery' includes recycling.

⁶ Paragraph 3 of NPPW includes: "Waste planning authorities should prepare Local Plans which identify sufficient opportunities to meet **the identified needs of their area** for the management of waste streams."

⁷ Memorandum of Understanding between the Waste Planning Authorities of the South East of England, April 2017

(e.g. through the use of 'catchment' conditions) while recognising the proximity principle expectation that waste will be managed at the nearest appropriate facility.

2.10 Notwithstanding, the agreement in paragraph 2.4, **the Parties agree** that they can rely on ongoing movements of waste to other areas provided there are no conditions related to the planning permission for any particular site which might hinder the receipt of waste from other areas.

2.11 Where movements of waste between areas are taking place which are of such a size and nature that separate provision would need to be planned for if they were to cease, **the Parties agree** that there will be a need for dialogue between areas to establish the existence of any planning matter which might hinder such an arrangement in future. Such waste movements are considered to be 'strategic'. **The Parties agree** that what constitutes a 'strategic' level of waste movements will vary between authorities, however the levels set out below provide a starting point for considering whether dialogue is required:

- Non-hazardous waste – 5,000 tonnes per annum
- Hazardous waste 100t per annum
- Inert waste - 10,000t inert per annum

2.12 **The Parties agree** that agreement on ongoing waste movements between authorities may be achieved by an exchange of letters and that a separate SCG may not be required.

2.13 **The Parties agree** that when any WPA is updating waste planning policy that might affect the ongoing import of waste from another area that is considered to be 'strategic' in nature, it will notify the affected authority at related stages of consultation.

2.14 Regardless of the need for specific dialogue between individual authorities on strategic matters, **the Parties agree** that they will notify all other waste planning authorities at those stages of plan-making which involve publication of draft approaches and plans.

2.15 Although the Parties agree to the principle of net self-sufficiency, **the Parties also recognise** that particular constraints within a WPA area may mean that planning to achieve net self-sufficiency would not be consistent with the principles of sustainable development as set out in the NPPF and NPPW. **The Parties agree** that any WPA which seeks the management of waste on the basis of net export would need to provide robust evidence that clearly demonstrated that plans to meet needs within its area would not be consistent with the NPPF and NPPW.

2.16 **The Parties agree** that they will work together in the consideration of how to plan for the implications arising from the management of waste from London and any other authority areas that are not party to this SCG.

Permanent deposit of inert excavation waste

2.17 **The Parties agree** that this is not discouraged. Indeed, the achievement of timely restoration of such development is important and the availability of appropriate material, which may not be produced in sufficient quantities locally, is key to this. **The Parties agree** that available inert waste voidspace in the south east should continue to be monitored and will be taken into account when preparing related planning policy.

2.18 **The Parties recognise** that individual SCGs may be also be prepared between individual WPAs where particular movements of waste requiring permanent deposit of inert excavation waste in a recovery or disposal operation exist which require specific recognition. This is likely to be the case between London Authorities and authorities in the South East in recognition of the unique waste needs of London⁸.

2.19 **The Parties agree** that while not all inert excavation waste can be recycled, close to 100% can be put to some beneficial use and this should be the starting point when setting targets in plans.

Supporting information

2.20 *The permanent deposit of inert excavation waste on land may be beneficial and so can be classed as ‘recovery’ rather than ‘disposal’, for example, the restoration of mineral voids where it meets the criteria for being classed as recovery⁹.*

2.21 *Although inert excavation waste is not included in the London Plan target for net self-sufficiency, there is a target of 95% beneficial use¹⁰ of excavation waste (Policy SI7 4c) which applies to exports. There are severe constraints on the ability of producers of inert excavation waste in London to manage this waste within London and export of such waste for management within the south east will continue for the foreseeable future. However, inert excavation waste arising in London can be used to restore mineral workings in the south east.*

Safeguarding

2.22 **The Parties agree** to safeguard waste management capacity in their own areas through robust policies in their respective development plans on waste management. **The Parties agree** that this means their Plans will include a presumption against granting permission for other forms of development which could result in reductions in physical or operational capacity (either by reductions in numbers and size of sites or by reduction in site throughput or restrictions on operation). **The Parties agree** that, when preparing local plans, where development is proposed that would result in a reduction in capacity, the need for that capacity in meeting the needs of other local plan areas will be taken into account.

2.23 **The Parties agree** that it may be appropriate to allow the development of land that is permitted or allocated for waste management for a non-waste use where ongoing management of waste in that location would not be consistent with the principles of sustainable development as set out in the NPPF and NPPW.

Green Belt

2.24 Whilst it is recognised that waste management constitutes inappropriate development in the Green Belt, **the Parties agree** that the inability of the waste to be practically managed in other locations outside of the Green Belt, including those outside of the WPA area, may be one factor that would go toward comprising very special circumstances.

⁸ National Planning Practice Guidance for Waste Paragraph: 043

⁹ See the SEWPAG Joint Position Statement: Permanent Deposit of Inert Waste on Land in the South East of England, which recognises that inert excavation waste is often not easily recycled but lends itself to beneficial uses.

¹⁰ The London Plan also provides a definition of ‘beneficial use’.

Supporting information

2.25 As waste management is considered inappropriate development within Green Belt, the opportunities for developing waste facilities consistent with national policy in several WPA areas in the south east are reduced (as illustrated on Figure 1). Proposals will only be considered acceptable if ‘very special circumstances’ are shown to exist, which clearly outweigh the harm caused to the Green Belt by reason of inappropriateness and any other harm, such as the preservation of openness of Green Belt designated land¹¹.

Areas of Outstanding Natural Beauty

2.26 **The Parties agree** that the presence of AONBs within the areas of the parties to this SCG is a constraint for the management of waste. **The Parties agree** that any proposal (including allocations in Plans) within an AONB would be considered against the existing development plan, national policy and guidance. **The Parties agree that** smaller scale waste development may be suitable in an AONB, in particular where it requires a countryside location or would serve a specific local need.

Supporting information

2.27 An Area of Outstanding Natural Beauty (AONB) is land protected by the Countryside and Rights of Way Act 2000. As shown on Figure 1 the south east includes several Areas of Outstanding Natural Beauty. The Countryside and Rights of Way Act (2000) sets out that local authorities must ensure that all decisions have regard for the purpose of conserving and enhancing the natural beauty of AONBs. The development of major waste management facilities within AONBs is not encouraged by existing policy. Footnote 55 of the NPPF (2019) states that the question of whether a development proposal is ‘major’ in an AONB is a matter for the decision maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined.

National Parks

2.28 **The Parties agree that** smaller scale waste development may be suitable in a National Park, in particular where it requires a countryside location or would serve a specific local need. **The Parties agree that** any proposal (including allocations in Plans) would be considered against the existing development plan, national policy and guidance.

Supporting information

2.29 National Parks are designated through the National Parks and Access to the Countryside Act 1949. The South Downs National Park and New Forest National Park are both situated within the south east as shown in Figure 1. The development of major waste management facilities within National Parks is not encouraged by existing policy¹². Footnote 55 of the NPPF (2019) states that the question of whether a development proposal is ‘major’ in a national park is a matter for the decision maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined.

¹¹ See paragraphs 143 and 144 of the NPPF

¹² See paragraph 172 of the NPPF

Non-Hazardous Waste Landfill

2.30 **The Parties agree** that despite the management of waste at higher levels of the waste hierarchy (in accordance with NPPW) there will continue to be a need for some landfill capacity to deal with waste in the South East and that this matter will therefore need to be addressed in their Local Plans.

2.31 When planning for non-hazardous landfill, **the Parties agree** that such facilities are regional in nature and will therefore receive waste from beyond the area within which they are located. **The Parties agree** that they will therefore consider the ability of their own area to accommodate new non-hazardous landfill capacity as well as the ability of other areas to meet their own needs over the period being planned for (in line with the agreement in paragraph 2.4).

2.32 **The Parties agree** that the assessment of need for any new¹³ non-hazardous landfill will also consider impacts associated with vehicle movements of waste across the South East.

Supporting information

2.33 *The SEWPAG Joint Position Statement on Non Hazardous Landfill (and subsequent SEWPAG Annual Monitoring Reports) recognise that there is a declining amount of non-inert landfill capacity in the south east.*

General

2.33 **The Parties agree** that the greatest challenge to be addressed is to implement the waste hierarchy and promote the circular economy by enabling better, more sustainable, ways of dealing with waste and to reduce the current dependence on landfill.

2.34 **The Parties agree** to continue to positively plan to meet any shortfalls in waste management capacity in their areas and to enable the delivery of new facilities. This includes making appropriate provision in their local plans, including, as required, the allocation of sites for new recycling and other recovery facilities.

2.35 **The Parties recognise** that private sector businesses (and, therefore, commercial considerations) will determine whether new merchant waste management facilities will be built and what types of technology will be used.

2.36 **The Parties agree** that they will seek to ensure that the matters in this SCG are reflected in the waste local plans that they prepare (including, in the case of unitary authorities, any local plans that include waste policies); this includes the allocation of sites.

3.0 Signatories

3.1 This statement is agreed by the waste planning authorities listed above. A separate document is maintained on the SEWPAG area of the Local Government Association Knowledgehub website¹⁴ showing details of signatories. The template for this document is included at Appendix 1.

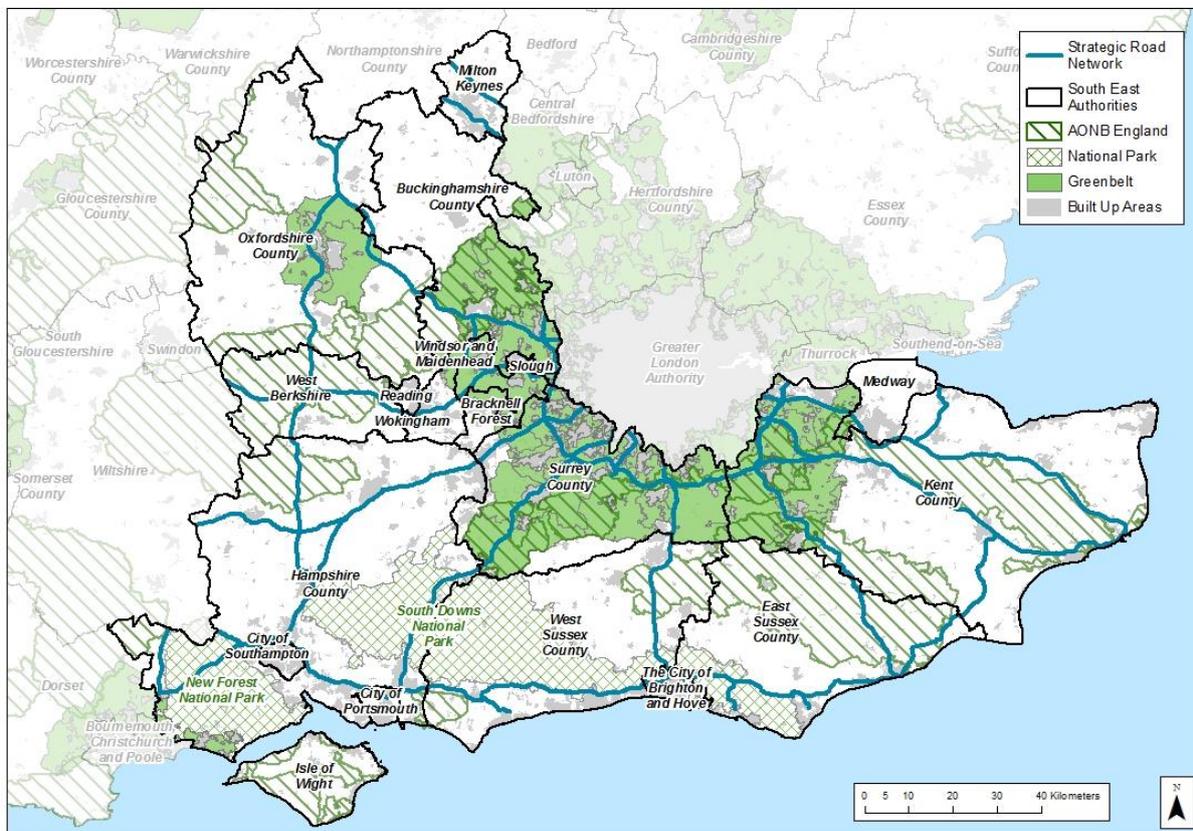
¹³ This includes extensions to existing sites

¹⁴ <https://khub.net/group/southeastwasteplanningadvisorygroupsewpag>

4.0 Strategic Geography

4.1 The location of each of the south east WPAs is shown in Figure 1 below.

Figure 1: Location of south east Waste Planning Authorities



4.2 There are good road and rail connections between the WPAs in the south east, including the M25, M2, M3, M4, M26, M23 and M20, which facilitate the movement of waste between authorities. Other key spatial issues were identified in the revoked South East Plan (2009) which are still relevant as follows:

- The extent of protective designations including Green Belt, Areas of Outstanding Natural Beauty and National Parks;
- unprecedented population growth;
- potential for significant economic growth;
- pressures on social and physical infrastructure;
- the need to stabilise the region's ecological footprint;
- declining household size;
- demand for housing;
- increasing development pressure on land; and
- the effects of climate change.

5.0 Additional Strategic Matters

5.1 The Parties to this SCG are also party to the following Joint Position Statements:

- Non-hazardous landfill in the South East of England
- Permanent Deposit of Inert Waste to Land in the South East of England

6.0 Cooperation Activities

6.1 Activities undertaken when in the process of addressing the strategic cross-boundary matter of waste management, whilst cooperating, are summarised as follows:

- Input to draft proposals for planning policy concerning waste management in each others' areas as appropriate;
- membership of the South East Waste Planning Advisory Group and signatories to related joint position statements and Annual Monitoring Reports;
- ad-hoc exchange of information (via correspondence and meetings) related to the monitoring of waste movements and management capacity;
- Undertaking a co-ordinated annual survey across the region of waste management capacity; and,
- preparation of bespoke Statements of Common Ground between individual authorities on specific matters affecting those authorities.

6.2 More generally, the Parties will continue to share knowledge and information relevant to strategic cross-boundary issues relating to waste planning.

6.3 The Parties recognise that there will not always be full agreement with respect to all of the issues on which they have a duty to cooperate. For the avoidance of doubt, this SCG shall not fetter the discretion of any of the Parties in relation to any of its statutory powers and duties, and is not intended to be legally binding.

7.0 Governance and Future Arrangements

7.1 The Parties to this Statement have worked together in an ongoing and constructive manner. The Parties will continue to cooperate and work together in a meaningful way and on an ongoing basis to ensure the effective strategic planning of waste management. Appropriate officers of each Party to this Statement will liaise formally through correspondence and meetings (usually four times a year) of SEWPAG.

7.2 The Parties will review this SCG at least every 12 months and establish whether this SCG requires updating. Specific matters likely to prompt updates of this SCG include the following:

- Changes to waste management capacity and patterns of waste arising within the south east
- Evidence which shows significant changes in the level of waste movements between the authorities within and beyond the south east.

Appendix 1 – Template for Details of Signatories

Bracknell Forest Council

Name of Signatory

Position

Signature Date.....

Brighton & Hove City Council

Name of Signatory

Position

Signature Date.....

Buckinghamshire County Council

Name of Signatory

Position

Signature Date.....

East Sussex County Council

Name of Signatory

Position

Signature Date.....

Hampshire County Council (incorporating Southampton City, Portsmouth City and New Forest National Park Waste Planning Authorities)

Name of Signatory

Position

Signature Date.....

Isle of Wight Council

Name of Signatory

Position

Signature Date.....

Kent County Council

Name of Signatory

Position

Signature Date.....

Medway Council

Name of Signatory

Position

Signature Date.....

Milton Keynes Council

Name of Signatory

Position

Signature Date.....

Oxfordshire County Council

Name of Signatory

Position

Signature Date.....

Reading Borough Council

Name of Signatory

Position

Signature Date.....

Royal Borough of Windsor and Maidenhead

Name of Signatory

Position

Signature Date.....

Slough Borough Council

Name of Signatory

Position

Signature Date.....

South Downs National Park Authority

Name of Signatory

Position

Signature Date.....

Surrey County Council

Name of Signatory

Position

Signature Date.....

West Berkshire Council

Name of Signatory

Position

Signature Date.....

West Sussex County Council

Name of Signatory

Position

Signature Date.....

Wokingham Borough Council

Name of Signatory

Position

Signature Date.....

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**WOKINGHAM
BOROUGH COUNCIL**

Central and Eastern Berkshire Authorities
Joint Minerals and Waste Plan

Statement of Common Ground

between

The Central and Eastern Berkshire Authorities

and

Buckinghamshire Council

Central Bedfordshire Council

Hampshire County Council

Oxfordshire County Council

Surrey County Council

South Downs National Park Authority

West Berkshire Council

West Sussex Council

Wiltshire Council

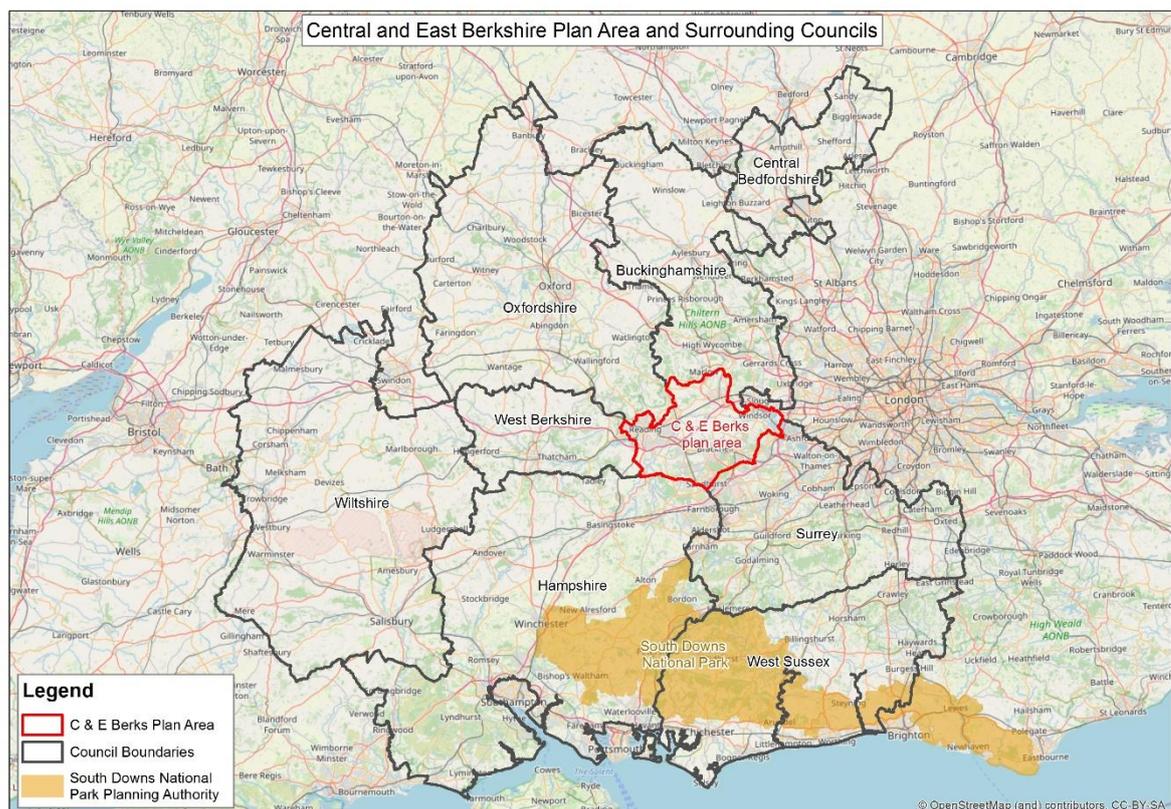
On

Soft sand supply

1. Introduction

- 1.1 This Statement of Common Ground (SoCG) is made between Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council (collectively referred to as 'Central & Eastern Berkshire Authorities') and relevant authorities (the parties) that have some common interests in soft sand.
- 1.2 The SoCG is being prepared in line with plan-making guidance¹, in order to comply with the requirements of the National Planning Policy Framework (NPPF)².
- 1.3 The SoCG includes the administrative areas for the parties shown in Figure 1. It is recognised that as newer data becomes available on soft sand, the list of parties to this Statement may need to be reviewed.

Figure 1: Administrative areas of Central & Eastern Berkshire Authorities



- 1.4 The parties are entering into this SoCG to address strategic cross-boundary soft sand supply issues that affect West Central and Eastern Berkshire.

¹ Planning Practice Guidance, Guidance on Plan-making, 13 September 2018, Ministry of Housing, Communities & Local Government (MHCLG) - <https://www.gov.uk/guidance/plan-making>

² NPPF, para 27, July 2018, MHCLG - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

1.5 This SoCG is provided without prejudice to other matters of detail that the parties may wish to raise in the ongoing requirement to engage constructively and actively in plan preparation through the Duty to Cooperate, or in subsequent participation in the plan making process.

2. Background

2.1 Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council (collectively referred to as 'Central & Eastern Berkshire Authorities') are working in partnership to produce a Joint Minerals & Waste Plan (the 'Plan') for Central and Eastern Berkshire, sometimes referred to as the 'Area'.

2.2 'Soft sand' is generally a fine-grained sand in which the individual grains are well-rounded, which provides a relatively soft texture and free-flowing nature to the material. As such, it is used in products which need to be easily worked, such as mortars and plaster and can sometime be referred to as 'building sand'.

2.3 In both Central and Eastern Berkshire, and neighbouring West Berkshire, soft sand is found within the Reading Formation (formerly known as the Reading Beds), part of the Lambeth Group.

2.4 Local Aggregate Assessments for Central and Eastern Berkshire, and prevailing industry opinion, notes that the soft sand resources in the Plan area are 'generally poor quality'. The Star Works quarry, Knowl Hill, retains approved reserves, although these may not be worked. Previously there has also been some incidental extraction at Kingsmead Quarry, Horton, although this has subsequently closed.

2.5 The current adopted Minerals Local Plan for Berkshire (2001)³ did not allocate preferred areas for soft sand as the material was too variable and there was a lack of information on suitable deposits.

2.6 Due to absence of sales data, an assessment⁴ was carried out to support the emerging Central and Eastern Berkshire - Joint Minerals and Waste Plan which examined four scenarios for estimating the future building sand requirement within Central and Eastern Berkshire throughout the Plan period. The result

³Replacement Minerals Local Plan for Berkshire (Joint Strategic Planning Unit, 2001): <https://www.bracknell-forest.gov.uk/sites/default/files/documents/replacement-minerals-local-plan-for-berkshire-2001.pdf>

⁴ Minerals Background Study (June 2018):

<https://documents.hants.gov.uk/environment/JCEBMineralsBackgroundStudyDraftPlanJune2018FINAL.pdf>

suggested that a total requirement in the region of about 1.5 million tonnes (Mt) (79,000 tonnes per year) would be required by 2036.

- 2.7 Central and Eastern Berkshire is within the South East region and is part of the South East England Aggregate Working Party (SEEAWP). Each year, aggregates data is monitored by each mineral planning authorities and collated on a regional basis to assess whether a full contribution is being made to aggregates requirements. In 2018, the South East had a collective reserve of around 24 Mt of soft sand which equates to 14 years in landbank⁵. Sales in 2018 were 1.82 Mt which was above the 10-year average (1.62 Mt) and 3-year average (1.8 Mt) sales. There was also a reported headroom of 45% capacity at operational sites. In 2018, there were 44 operational, and seven inactive, soft sand quarries and seven inactive in the South East (although this includes some permitted but not yet operational).

3. Soft Sand Study

- 3.1 To gain a better understanding of the soft sand resources, markets and supply options in Central and Eastern Berkshire, a Soft Sand Study has been prepared to inform the Joint Minerals & Waste Plan.
- 3.2 As part of the Study, discussions were held with major aggregate producers, Cemex, Grundon, Summerlease, Aggregate Industries and Tarmac, which have or have had an interest in the area. Views were sought about the Reading Formation, opportunities for a new quarry and how the Area has and might be supplied with building sand.
- 3.3 The general view was that the resource is not of good quality as it is mixed with layers of clay. They confirmed that soft sand of this quality was not suitable for investment and that sources of supply come from outside Central and Eastern Berkshire.
- 3.4 The most recent data available on the movement of sand and gravel is the 2014 Aggregate Monitoring survey which was carried out nationally by the British Geological Survey on behalf of the Department for Communities and Local Government. Although this cannot be used to identify movements of soft sand on this scale, because soft sand is not specially identified and is included within 'sand and gravel'. In addition, the Central and Eastern Berkshire authorities were included within the wider Berkshire area.
- 3.5 A future national Aggregate Monitoring survey is planned by the Ministry for Housing, Communities and Local Government in 2020 for the period 2015-

⁵ South East England Aggregate Working Party – Annual Report 2018 (January 2020).

2019. Whilst the results are not currently available to inform the Minerals Plan or the Statement of Common Ground, should they in due course indicate a different picture the Statement will be revised to include any additional relevant parties.

3.6 Owing to the lack of available data on the origin of soft sand supplies for Central and Eastern Berkshire, a survey was undertaken. The survey asked all builder's merchants in the Plan area about the source of the soft sand they sold. The survey was expanded to include housing developers although the response rate was very poor.

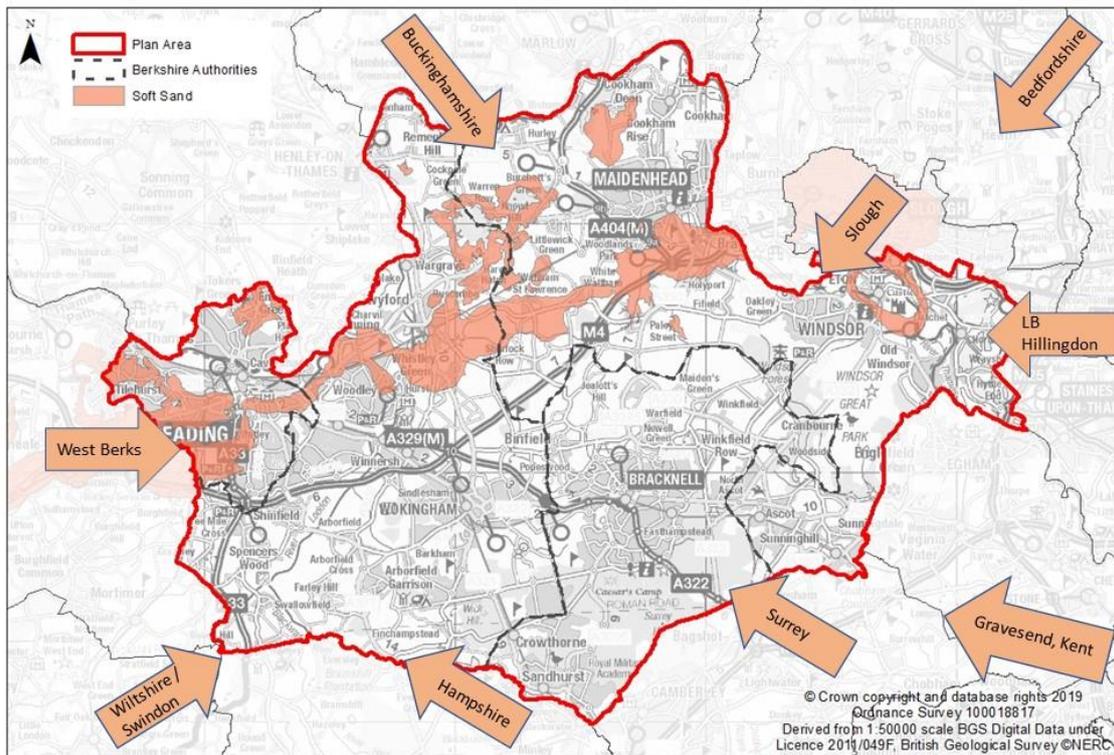
3.7 Figure 2 shows the results of the survey demonstrating the variety of soft sand sources currently (or recently) supplying the Central and Eastern Berkshire area, including:

- Bedfordshire
- Buckinghamshire
- Kent
- Hampshire
- Surrey
- West Berkshire (although supply sources have now ceased)
- Wiltshire.

3.8 It should be noted that Slough and Uxbridge (London Borough of Hillingdon) were referenced in the survey. Neither of these locations has soft sand resources but both have aggregates depots. However, the Slough depot only services the immediate aggregate operations (with no onward transportation) and the rail depots at LB Hillingdon are for crushed rock⁶. Therefore, these locations were not considered further. Whilst Gravesend in Kent was also referenced, it is believed that this is in relation to supply in the form of Dry Silo Mortar rather than a specific land-won source.

⁶ https://www.london.gov.uk/sites/default/files/london_laa_july_2018.pdf

Figure 2: Sources of soft sand supply to Central and Eastern Berkshire



4. Areas of supply

- 4.1 In addition to those identified through the survey, the Soft Sand Study considers Oxfordshire and West Sussex/South Downs National Park as potential sources of supply. There is no present evidence that Oxfordshire is supplying Central and Eastern Berkshire but as a neighbouring authority with reserves, the potential is recognised and is explored further.
- 4.2 The 2014 National Aggregate Monitoring survey identified that West Sussex was supplying Berkshire with sand and gravel. West Sussex produces only limited amounts of sharp sand and gravel (on average as high as 13,585 tonnes per annum)⁷. As neighbouring West Berkshire has hitherto had its own soft sand resources, it is assumed that the supply from West Sussex is soft sand, and some will have supplied Central and Eastern Berkshire. However, if it was soft sand, this would have been extracted from the South Downs National Park. West Sussex and the South Downs National Park Authority are currently undertaking a 'Soft sand review' for their Joint Minerals Local Plan and are parties to this Statement.
- 4.3 Whilst the Soft Sand Study identified no clear favourite amongst the supply options examined, it presented various alternative sources which in the

⁷ file:///C:/Users/envnml/Downloads/mlp_adoption.pdf

absence of a local supply in Central and Eastern Berkshire can help to enable a steady and adequate supply of soft sand during the Plan period (up to 2036). These include:

- Bedfordshire – although this is some distance from Central and Eastern Berkshire it is, according to aggregates operators, already being used. The advantage is that there are adequate reserves, which can be extended.
- Buckinghamshire – has the advantage of proximity to Central and Eastern Berkshire, but further information suggests that the resource is fine glacial sand i.e. a sharp sand marketed as a building sand⁸.
- NE Hampshire – close to Central and Eastern Berkshire but both the current reserve and the longer-term prospects are limited.
- SW Hampshire – should be ruled out as a short-term option because of the distance from Central and Eastern Berkshire. It could form a longer-term option if a Local Plan allocation is permitted and other resources become constrained.
- Oxfordshire – does have a large reserve and therefore, could be a potential option for supplying Central and Eastern Berkshire in the longer-term as other resources become constrained.
- Surrey - is within a reasonable distance of Central and Eastern Berkshire and contains a significant reserve, although there may be issues of supply in the longer term because of landscape designations.
- West Berkshire – has the advantage of being close and would provide a soft sand that is traditionally used in Central and Eastern Berkshire. However, there are no reserves currently available and the landscape designation (e.g. AONB) is a major constraint on further releases unless other options are unrealistic i.e. the ‘exceptional circumstances’ test.
- West Sussex – although this is a source of current supply there are major potential landscape constraints to longer term prospects.
- Wiltshire – it is assumed that distance would rule Wiltshire out as a short-term option, but this supply option is already active.

4.4 Table 1 sets out how these mineral planning authorities can help provide short and longer-term supply options. It is assumed that in the longer-term as land-won soft sand resources become more limited, the distance material travels will increase making those currently ‘out of range’ more viable.

⁸ Information provided by operator by Aggregate Working Party meeting and subsequently confirmed by the Mineral Planning Authority.

Table 1 - Potential future supply options

	Short-term Supply Options (2020 – 2027)	Longer-term Supply Options (2027 – 2036)
Minerals Planning Authority Areas	<ul style="list-style-type: none"> • Bedfordshire • Buckinghamshire • NE Hampshire • Surrey • <i>West Berks (subject to permissions being granted in the AONB)</i> • West Sussex • Wiltshire 	<ul style="list-style-type: none"> • Bedfordshire • Buckinghamshire • Oxfordshire • <i>SW Hampshire (subject to current Plan allocation being permitted)</i> • <i>West Berks (subject to permissions being granted in the AONB)</i> • Wiltshire

- 4.5 The Study concludes the following points:
- Opportunities for identifying and developing a soft sand quarry in Central and Eastern Berkshire are very limited.
 - Consideration should be given to creating a mineral safeguarding area (MSA) and a supporting policy to protect resources within the Reading Formation.
 - A criteria-based policy should be used to assist the determination of any proposal.
 - The estimated demand or requirement for soft sand (1.2 to 1.5 Mt (62,000 - 79,000 tonnes per year)) until 2036 will have to be provided by imports from other mineral planning areas and/or Dry Silo Mortar (see discussion below on alternatives).
 - Evidence suggests the soft sand requirement for Central and Eastern Berkshire will have to be supplied by other mineral planning authority areas.
- 4.6 As there were no reported shortages of soft sand supplies in Central and Eastern Berkshire, the Study suggests that the current patterns and sources of soft sand appear to be meeting the requirements in the Plan area.
- 4.7 The Study recognises that Central and Eastern Berkshire cannot depend on indigenous resources. The Plan Area is in the enviable situation that there are a number of suitable supply options available and it is not dependent on any one source. This is fortunate as several of the current sources (such as West Berkshire, Hampshire, Surrey and West Sussex) have landscape (and other) constraints which may impact on future supply and other sources of supply will need to address any shortfall.
- 4.8 The Study recommends that a Statement of Common Ground is prepared with the relevant mineral planning authorities. These authorities will need to recognise the existing movements of soft sand and in order to continue the supply, take into consideration the soft sand needs of Central and Eastern

Berkshire in their plan-making, as required by the National Planning Policy Guidance (paragraph 60)⁹. In the event supply patterns cannot be maintained alternatives will be explored under the Duty to Cooperate in the preparation of Plans.

5. Local Plans

- 5.1 Mineral Planning Authorities are required to prepare Plans for providing a steady and adequate supply of minerals. National policy also states that these Plans need to be reviewed at least every five years to determine whether they are effective.
- 5.2 Table 2 outlines the Local Plan status for the Authorities that have been considered as part of the Soft Sand Study.
- 5.3 Only Buckinghamshire and West Sussex and South Downs National Park Authority have recently updated adopted Plans. The Buckinghamshire Minerals & Waste Plan recognises that there are no substantial soft sand resources within Buckinghamshire. There are some sites that provide soft sand, but these are not standalone operations. As such, the Plan does not make specific provision for soft sand.
- 5.4 West Sussex and the South Downs are currently undertaking a 'Soft sand review' for their Joint Minerals Local Plan. The review seeks to address the need for soft sand, the strategy for supply and potential sites.
- 5.5 West Berkshire and Kent are preparing new Plans. Hampshire, Surrey and Wiltshire (and Swindon) are currently reviewing or plan to review their Plans. The Central Bedfordshire Plan does not make specific provision for soft sand in their Plan and there is no timetable outlined for a Plan review.
- 5.6 Local Plans must be prepared using best available data. As such, the information provided in the Soft Sand Study should be included as evidence in the preparing and reviewing of relevant Plans. Table 2 sets out the status of relevant Mineral Local Plans.

⁹ National Planning Policy Guidance Minerals (2014): paragraph 60
<https://www.gov.uk/guidance/minerals#planning-for-aggregate-minerals>

Table 2 – Mineral Local Plan Status

Planning Authority	Plan Status	Soft sand provision	Current focus
Central Bedfordshire Council	The Minerals and Waste Local Plan: Strategic Sites and Policies was adopted in 2014 ¹⁰	Plan does not provide for soft sand separately.	2017 LAA ¹¹ : Landbank being achieved and allocated sites coming forward.
Buckinghamshire County Council	The Minerals and Waste Local Plan 2016-2036 was adopted in 2019 ¹² .	Plan does not provide for soft sand separately.	Became a Unitary - Buckinghamshire Council on 1 st April 2020.
Hampshire County Council	Minerals and Waste Plan adopted in 2013 ¹³ .	0.28mtpa to 2030	Currently undertaking a 2020 Review of the Plan.
Kent County Council	Minerals and Waste Plan adopted in 2016 ¹⁴ .	At least 15.6mt for Plan period and beyond.	Kent Minerals and Waste Local Plan Early Partial Review 2019. Main modification consultation completed.
Oxfordshire County Council	Minerals & Waste Local Plan: Core Strategy was adopted 2017 ¹⁵	0.189mtpa to 2031 / 3.402mt total reserve	Currently preparing the Sites Allocation Plan. Preferred Options completed in 2020.
Surrey County Council	Core Strategy and Primary Aggregates Plan adopted in 2011 ¹⁶ .	24mt of soft sand and concreting aggregates between 2009 and 2026	LDS (2019) ¹⁷ : A review of the conformity of the Surrey Minerals Plan with the NPPF was carried out in 2014. The current anticipated programme for future review (or partial review) and adoption of the Surrey Minerals Plan is: <ul style="list-style-type: none"> • Issues and options – Spring 2020 • Adoption – Summer 2023

¹⁰ https://www.centralbedfordshire.gov.uk/migrated_images/minerals-waste_tcm3-2120.pdf

¹¹ <https://centralbedfordshire.app.box.com/s/cp6ybsgklt9qoj6wx86jqoan3ug65utv>

¹² <https://www.buckscc.gov.uk/media/4514370/buckinghamshire-minerals-and-waste-local-plan-2016-2036.pdf>

¹³ <https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf>

¹⁴ <file:///C:/Users/envnml/Downloads/Kent%20MWLP%20Adopted%20July%202016.pdf>

¹⁵ <https://www2.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/environmentandplanning/planning/mineralsandwaste/September2017/AdoptedMineralsWasteCoreStrategySept2017.pdf>

¹⁶ https://www.surreycc.gov.uk/_data/assets/pdf_file/0007/81439/Adopted-Core-Strategy-Development-Plan-Document.pdf

¹⁷ https://www.surreycc.gov.uk/_data/assets/pdf_file/0018/185121/2018-12-18-MWDS-2018-FINAL.pdf

West Berkshire Council	Replacement Minerals Local Plan for Berkshire adopted 2001 ¹⁸ Emerging new Minerals and Waste Local Plan.	Adopted Plan does not provide for soft sand separately.	Soft sand could not be reported on separately at Preferred Options stage due to confidentiality issues. <i>LAA (2018)</i> ¹⁹ : Soft sand Landbank – 0.91 years' <i>Local Plan Newsletter (Feb 2020)</i> ²⁰ : Submission version consultation (scheduled Jan-Feb 2020) has been cancelled due to removal of two significant sites at the request of the landowner.
West Sussex County Council/South Downs National Park Authority	Joint Minerals Plan (with SDNPA) adopted in 2018 ²¹ .	No provision for soft sand – to be addressed in Soft sand review.	Proposed Submission ²² (2020) seeks to meet landbank as set out in Local Aggregate Assessment. Therefore, no specific figure but supporting text suggests that landbank is currently 7.4 years, based on 10-year average sales.
Wiltshire Council	Minerals Core Strategy ²³ and Minerals Development Control Policies DPD adopted 2009 ²⁴ . Wiltshire and Swindon Aggregate Minerals Site Allocation Local Plan was adopted in 2013 ²⁵	Adopted Plan does not provide for soft sand separately.	LDS (2018): A review will be undertaken in 2019/20 in co-operation with Swindon Borough Council. If it is considered necessary to programme a review, this will be set out in the next update to the LDS.

¹⁸ <https://www.bracknell-forest.gov.uk/sites/default/files/documents/replacement-minerals-local-plan-for-berkshire-2001.pdf>

¹⁹ <https://info.westberks.gov.uk/CHttpHandler.ashx?id=47201&p=0>

²⁰ <https://info.westberks.gov.uk/CHttpHandler.ashx?id=48523&p=0>

²¹ https://www.westsussex.gov.uk/media/11736/mlp_adoption.pdf

²² https://www.westsussex.gov.uk/media/13867/ssr_ps_reg19.pdf

²³ <http://www.wiltshire.gov.uk/minerals-core-strategy-june-2009.pdf>

²⁴ <http://www.wiltshire.gov.uk/adopted-minerals-development-control-policies-dpd-2009-september.pdf>

²⁵ <http://www.wiltshire.gov.uk/minerals-adopted-sites-local-plan-may-13.pdf>

6. Alternatives

- 6.1 The Soft Sand Study identifies another element of the market; the use of premixed dry mortars or dry silo mortars (DSM). The limited information that was obtained from the house building companies surveyed in the study showed an increasing use of this material. It is possible that an increasing proportion of the 62,000 – 79,000 tonnes per year building sand market for Central and Eastern Berkshire may be sourced from DSM. DSM requires soft sand resources and whilst this is likely to be from UK land-won sources, some resources maybe sourced from elsewhere, including outside of the UK. Presently, estimates on how much this will be the volume of soft sand required for future DSM usage cannot be made. It is also unclear whether the production of this material is at the cost of reserves/resources that would supply Central and Eastern Berkshire, or from in additional locations is unclear.
- 6.2 The 2014 Aggregate Monitoring Survey records marine aggregate as being received in Berkshire from Hampshire and London via rail. Very little marine sand is used in the South East because the industry and wharves are not investing in this material. It is used in South Wales and maybe included to some degree in DSM, as such it could be an option for the longer term. However, it must be questioned whether it can truly be used as a replacement for building sand. Furthermore, whilst neighbouring West Berkshire and Slough have rail depots, there are none within Central and Eastern Berkshire. In conclusion, marine aggregate is not currently considered a viable alternative to land-won soft sand supplies.
- 6.3 Other alternative materials include sharp sand, recycled and secondary aggregates. As previously mentioned, the fine glacial sharp sand in Buckinghamshire is being used as an alternative to soft sand but this supply is limited. Estimates on the utilisation of recycled and secondary aggregate should be treated with caution. Secondary and recycled aggregate do not currently substitute for primary aggregates in structural uses, only in lower specification construction uses, such as the sub-base in roads and car parks. The main use is to provide a fill that substitutes for the lower quality sand and gravel produced within Central and Eastern Berkshire.
- 6.4 The Mineral Products Association undertook aggregate scenarios to determine potential future growth²⁶. The study concluded that recycled and secondary materials are likely to continue to make a significant contribution to supply (30%) but that the figure is not expected to continue to grow significantly.

²⁶ https://mineralproducts.org/documents/MPA_Long_term_aggregates_demand_supply_scenariors_2016-30.pdf

7. Common Ground

7.1 The Emerging Central and Eastern Berkshire - Joint Minerals & Waste Plan makes no provision, by way of allocations, for soft sand. However, draft Policy M2 (Safeguarding sand and gravel resources) states that resources will be safeguarded within the Minerals and Waste Safeguarding Area which includes soft sand resources (contained within the Reading Formation).

7.2 Draft Policy M4 (Part 4) seeks to facilitate the extraction of any soft sand resources identified in appropriate locations. An appropriate location is one that meets all planning policy requirements of the Plan as a whole.

'Policy M4

Part 4. Proposals for new sites not outlined in Policy M4 (1, 2 and 3) will be supported, in appropriate locations, where:

- a. They are situated within the Area of Search (as shown on the Policies Map); and*
- b. They are needed to maintain the landbank; and/or*
- c. They maximise opportunities provided by existing infrastructure and available mineral resources; or*
- d. At least one of the following:*
 - i. The site contains soft sand;*
 - ii. The resources would otherwise be sterilised; or*
 - iii. The proposal is for a specific local requirement.'*

7.3 In order to maintain a steady and adequate supply of soft sand to Central and Eastern Berkshire Authorities, it will be necessary to monitor current and future supply sources under the Duty to Cooperate obligations. It is intended that this should be used to inform and update this Statement of Common Ground.

7.4 Given the lack of viable soft sand resources in the Central and Eastern Berkshire area, the parties agree that there is a need to recognise existing movements and take into consideration the soft sand needs of Central and Eastern Berkshire in their plan-making, as required by the National Planning Policy Framework.

7.5 It is recognised that a number of current sources of supply have significant constraints which will impact longer-term provision such as the presence of the South Downs National Park in West Sussex and NE Hampshire and the presence of Areas of Outstanding Natural Beauty in West Berkshire and Surrey.

- 7.6 The South East England Aggregate Working Party – Annual Report 2018 highlights that soft sand sales have increased and there is a healthy regional landbank with a potential headroom at existing quarries of 45%. However, the report also recognises there has been a decline in the replenishment rate which is likely to reflect the presence of the constraints such as those previously outlined.
- 7.7 There is not a commitment by any one party to supply the total soft sand requirement of Central and Eastern Berkshire but for parties to plan positively in order to continue existing supply sources, where sustainable and in compliance with national policy. In the event current supply patterns cannot be maintained alternatives will be explored under the Duty to Cooperate in the preparation of Plans.
- 7.8 As more data on the movement of soft sand becomes available, the parties to this Statement will be reviewed subject to the outcome of Duty to Cooperate discussions.

8. Additional Strategic Matters

- 8.1 A SoCG has also been prepared regarding the strategic movement and supply of Sharp Sand and Gravel to Central and Eastern Berkshire.



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WOKINGHAM
BOROUGH COUNCIL

Central and Eastern Berkshire Authorities
Joint Minerals and Waste Plan

Statement of Common Ground

between

The Central and Eastern Berkshire Authorities

and

Buckinghamshire Council

Hampshire County Council

Oxfordshire County Council

Surrey County Council

West Berkshire Council

Wiltshire Council

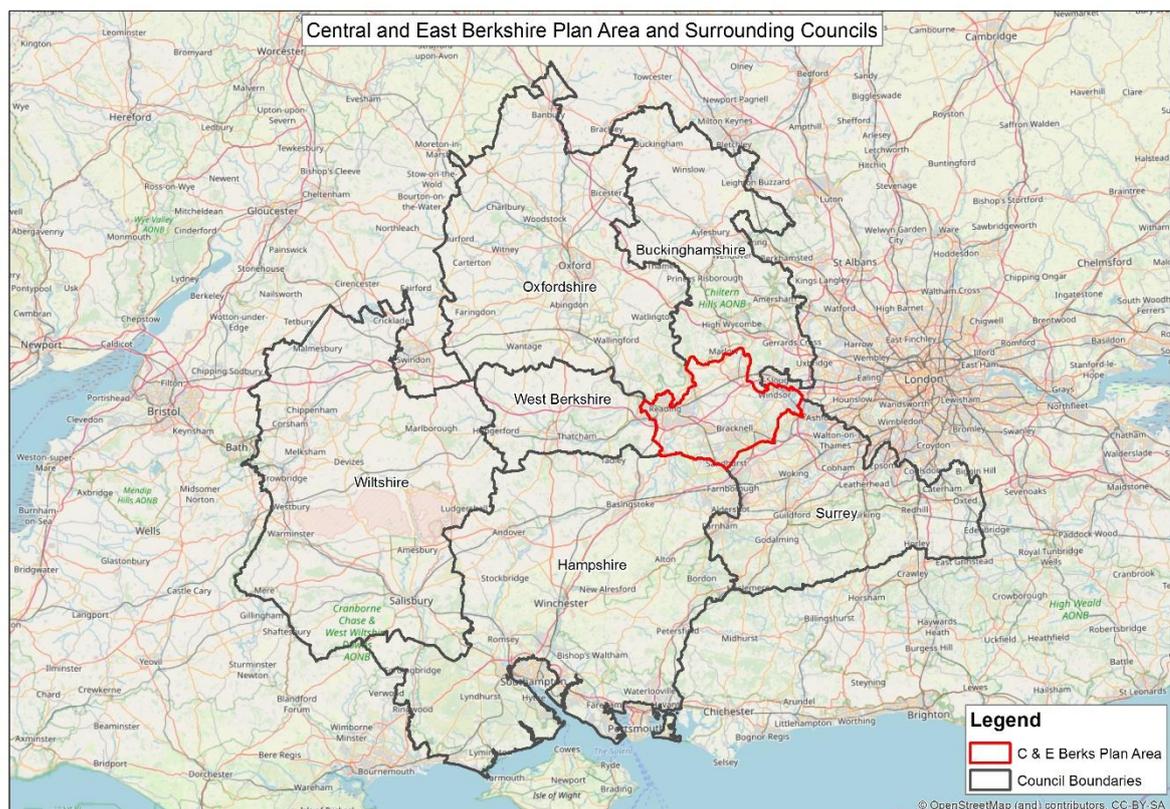
On

Sharp Sand & Gravel Supply

1. Introduction

- 1.1 This Statement of Common Ground (SoCG) is made between Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council (collectively referred to as 'Central & Eastern Berkshire Authorities') and relevant authorities (the parties) that have some common interests in sharp sand and gravel.
- 1.2 The SoCG is being prepared in line with plan-making guidance¹, in order to comply with the requirements of the National Planning Policy Framework (NPPF)².
- 1.3 The SoCG includes the administrative areas for the parties shown in Figure 1. It is recognised that as newer data becomes available on sharp sand and gravel, the list of parties to this Statement may need to be reviewed.

Figure 1: Administrative areas of Central & Eastern Berkshire Authorities



¹ Planning Practice Guidance, Guidance on Plan-making, 13 September 2018, Ministry of Housing, Communities & Local Government (MHCLG) - <https://www.gov.uk/guidance/plan-making>

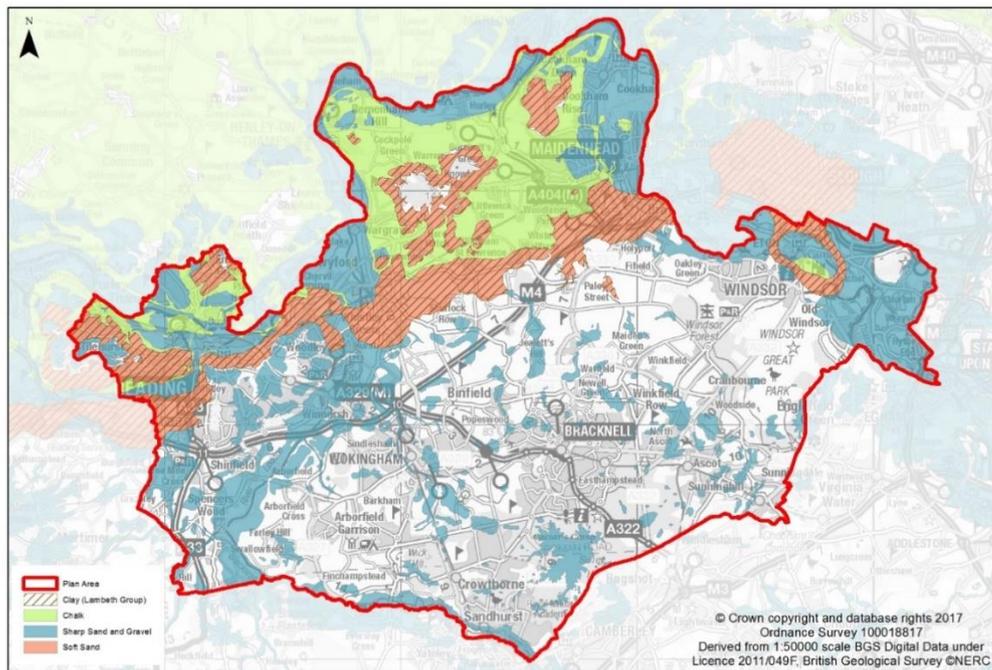
² NPPF, para 27, July 2018, MHCLG - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

- 1.4 The parties are entering into this SoCG to address strategic cross-boundary sharp sand and gravel supply issues that affect Central and Eastern Berkshire.
- 1.5 This SoCG is provided without prejudice to other matters of detail that the parties may wish to raise in the ongoing requirement to engage constructively and actively in plan preparation through the Duty to Cooperate, or in subsequent participation in the plan making process.

2. Background

- 2.1 Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council (collectively referred to as 'Central & Eastern Berkshire Authorities') are working in partnership to produce a Joint Minerals & Waste Plan (the 'Plan') for Central and Eastern Berkshire, sometimes referred to as the 'Area'.
- 2.2 Central and Eastern Berkshire's principal geological deposits, in economic terms, are the aggregate or construction minerals which comprise sharp sand and gravel, suitable for most types of concreting purposes.
- 2.3 Geologically, sharp sand and gravel is a very recent deposit, dating from the end of the last ice age (c. 111,700 years ago). As shown in Figure 2, sharp sand and gravel is predominately found along the river valleys, notably the Kennet (which runs from West Berkshire to Reading), Loddon and Thames. It is also found in the river terrace deposits (formerly called 'plateau gravels') which are the remnants of earlier abandoned floodplains raised by geological forces above the present course of the rivers.
- 2.4 The better-quality sharp sand and gravel is mainly used for making concrete and is referred to as 'concreting sand'. Where the deposit contains clay and silt, it is not suitable for concreting and instead is used as a sub-base in roads and hardstandings, or otherwise as a fill material. This poorer quality sharp sand and gravel is colloquially known as 'hoggin'.

Figure 2: Geological map of Central and Eastern Berkshire

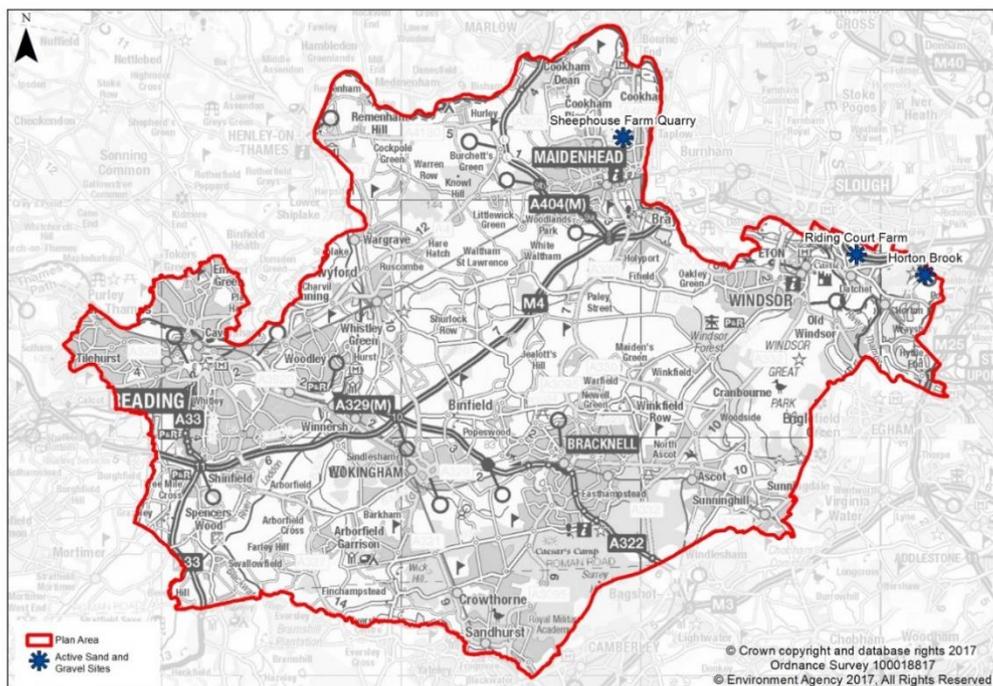


3. Sharp sand and gravel supply

Supply in Central & Eastern Berkshire

3.1 In 2018, there were three active sand and gravel quarries (see Figure 3).

Figure 3: Active sand and gravel sites in Central and Eastern Berkshire, 2018



- 3.2 An application was granted for an extension at Horton Brook Quarry³ in 2018 due to greater reserves being identified. Poyle Quarry was granted permission in January 2019⁴ and as such has not been included in Figure 3.
- 3.3 In 2017, an application was submitted for extraction at Bridge Farm, Wokingham⁵ but this was subsequently refused in 2019. Permission was granted at Water Oakley (known also as ‘Land south of Windsor Road’), Windsor & Maidenhead⁶ in 2019 (subject to legal agreements).
- 3.4 The permitted reserves in Central and Eastern Berkshire at 31 December 2018 were 5.857 Mt⁷.
- 3.5 Table 1 outlines the last 10-years of sand and gravel sales. There have been no active soft sand sites within the Area during this period but there has been some limited incidental soft sand extraction.

Table 1: Sand and gravel sales in Central and Eastern Berkshire 2009-2018 (Thousand tonnes)

	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	10-yr Av.	3-yr Av.
Central & Eastern Berkshire	450	611	852	631	590	920	748	469	491	511	628	490

Source: Central & Eastern Berkshire LAA, 2019

- 3.6 The increase in the 10-year average (in comparison to the 3-year average) reflects the increase in sales between 2013 and 2014 in Central and Eastern Berkshire (from 590 Thousand tonnes per annum (Ttpa) to 920 Ttpa respectively) but with a drop in 2015 and 2016 to 469 Ttpa. The increase in sales in 2014 can largely be attributed to the re-opening of a quarry during that year. The drop in sales in 2016 is likely to be due to the closure of Eversley Quarry and Kingsmead Quarry. However there has been some recovery in sales since 2017.

³ Horton Brook Quarry Application: <http://publicaccess.rbwm.gov.uk/online-applications/applicationDetails.do?keyVal=P0UNO2NIKKC00&activeTab=summary>

⁴ Poyle Quarry Application: <http://publicaccess.rbwm.gov.uk/online-applications/applicationDetails.do?keyVal=OYZQ75NIOQY00&activeTab=summary>

⁵ Bridge Farm Application: <http://planning.wokingham.gov.uk/FastWebPL/detail.asp?AltRef=170433&ApplicationNumber=&AddressPrefix=&Postcode=&KeywordSearch=bridge+farm&Submit=Search>

⁶ Water Oakley (Known as Land South of Windsor Road) 18/03167/MINW: <http://publicaccess.rbwm.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=PHF8GVNIOCV00>

⁷ Aggregate Monitoring (AM) 2018 survey results

Supply in the South East

- 3.7 Central and Eastern Berkshire is within the South East region and is part of the South East England Aggregate Working Party (SEEAWP). Each year, aggregates data is monitored by each mineral planning authority and collated on a regional basis to assess whether a full contribution is being made to aggregates requirements.
- 3.8 The 2018 South East Monitoring Report⁸ states that sharp sand and gravel sales are the highest since 2009 and higher than the 10-year and 3-year averages. The reserves are below the 10-year average but well above the 3-year averages. The landbank is 10 years but the replenishment rate has declined during the last 3 years.

Imports

- 3.9 The market dictates that sand and gravel will be obtained from the cheapest location for that particular material, and mineral planning authority boundaries do not influence the flow of minerals. Where the demand in Central and Eastern Berkshire can be satisfied most efficiently and cost effectively from locations in other areas, such as West Berkshire, Hampshire, Oxfordshire or Buckinghamshire, then it will. This may be due to the specific type or quality that is required only being available in a neighbouring mineral planning authority area, or simply due to the fact that the point of demand is closer to the point of supply somewhere other than in Central and Eastern Berkshire.
- 3.10 The most recent data available on the movement of sand and gravel is the 2014 Aggregate Monitoring survey which was carried out nationally by the British Geological Survey on behalf of the Department for Communities and Local Government. However, the Central and Eastern Berkshire authorities were included within the wider Berkshire area and therefore, it is not possible to determine specific movements associated with the Plan Area.
- 3.11 A future national Aggregate Monitoring survey is planned by the Ministry for Housing, Communities and Local Government in 2020 for the period 2015-2019. Whilst the results are not currently available to inform the Plan or the Statement of Common Ground, should they in due course indicate a different picture the Statement will be revised to include any additional relevant parties.
- 3.12 The Aggregate Monitoring surveys shows that in 2009 and potentially to a greater extent in 2014, just over half of the sand and gravel consumed in

⁸ South East Annual Monitoring Report 2018 (South East England Aggregate Working Party, 2019): <https://documents.hants.gov.uk/see-awp/SEEAWP-annual-report-2018.pdf>

Berkshire originated from Berkshire and the rest was imported from a range of sources (see Table 2). The largest proportion was from Hampshire which has supplied an increasing amount and in 2014 supplied between 10% to 20% of the land-won sand and gravel consumed.

Table 2: Sources of Sand and Gravel Consumed in Berkshire in 2009 and 2014 (thousand tonnes)

Source	2009		2014	
	Proportion	Tonnage*	Proportion	Tonnage*
Berkshire	56%	507	40-60%**	240-360
Hampshire	10-15%	9.05-13.5	10-20%	60-120
Wiltshire, Oxfordshire	Between 1% and 5% from each area	n/a	10-20%	60-120
And the rest	Between 10% and Less than 1% from each area	n/a	Between 10% and Less than 1% from each area	n/a
*Where known or proportion of known total				
**Combined percentage of two Berkshire Unitary Authorities both supplying 20-30% each				

Source: BGS

4. Future aggregate supply

Demand

4.1 Economic and construction aggregate forecasts are considered to be useful for providing an overall contextual picture and an indication of anticipated aggregate demand. In summary, the findings are as follows:

- The Mineral Products Association produces a regular medium-term (three-year) market forecast for construction materials. In 2018, the Mineral Products Association suggested only a 4% increase in primary aggregates between 2018 and 2020 but an 8% increase from 2017 in building sand due to mortar sales⁹.
- The Office for National Statistics Construction Output bulletin for February 2020¹⁰ indicated that there had been a decline of 1.7% in construction output which could be partly attributed to adverse weather conditions (the wettest since records began).

⁹ The Mineral Products Association – Facts at a Glance (2018): <https://mineralproducts.org/documents/Facts-at-a-Glance-2018.pdf>

¹⁰Construction output in Great Britain: February 2020: <https://www.ons.gov.uk/businessindustryandtrade/constructionindustry/bulletins/constructionoutputingreatbritain/february2020>

- The Office for Budgetary Responsibility (OBR)¹¹ forecasts for 2020 and 2021 are 1.1% and 1.8% respectively. These figures are below previous estimates due to the ‘deterioration in the global outlook and the slowdown in UK growth at the end of 2019, which was likely partly due to ongoing Brexit-related uncertainty’.
 - A review of GVA¹² as an economic indicator forecasts the South East to have the greatest growth between 2019 and 2029 at 1.6% (compared to London’s 1.0%).
 - The Berkshire Economic Strategy¹³ predicts an increase in GVA in the Thames Valley Berkshire Local Enterprise Partnership (LEP) area of 2.6% between 2020-2025.
- 4.2 The forecasts indicate a variety of trends but, overall, one of slow growth. The forecasts have outlined that there is uncertainty over the impact of the United Kingdom leaving the European Union (‘Brexit’) on the economy and the effect on growth. More recently, there has been concern over the impact of the international emergency response to the Corona Virus (COV-19) pandemic on the minerals industry. As a result, relevant forecasts will be regularly monitored and kept under review.
- 4.3 In relation to local infrastructure projects, there are both housing and transport projects that are likely to place an additional demand on future aggregate demand in Central and Eastern Berkshire.
- 4.4 There are in the region of 55,000 remaining new homes projected within the area over the plan period, up to 2036¹⁴. Using the updated ‘Standard Method for Housing Need’¹⁵ published in February 2019, the requirement for Central and Eastern Berkshire over the plan period is in the region of 46,000 new homes.
- 4.5 The Heathrow Expansion is a major future infrastructure scheme in the area. The latest Construction Proposals¹⁶ suggest that a surplus of sharp sand and gravel may be available to feed into the local supply chain. However, the recent High Court challenge and subsequent permission to appeal to Supreme Court

¹¹ Office for Budget Responsibility – Economic and Fiscal Outlook (March 2020):

https://cdn.obr.uk/EFO_March-2020_Accessible.pdf

¹² Regional and County Indicators – UK Parliament (April 2020)

¹³ Thames Valley Berkshire: Delivering national growth, locally – Strategic Economic Plan, 2015/16 – 2010/21(see Figure 4): www.lepnetwork.net/modules/downloads/download.php?file_name=38

¹⁴ Berkshire (including South Bucks) Strategic Housing Market Assessment (2016)

¹⁵ Housing and Economic Needs Assessment (2019) – National Planning Practice Guidance: <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

¹⁶ Construction Proposals – building an expanded Heathrow (June 2019):

<https://aec.heathrowconsultation.com/wp-content/uploads/sites/5/2019/06/Construction-Proposals.pdf>

by Heathrow Airport Ltd and Arora Holdings mean the future of the proposal and its impact on the Plan Area is unclear.

- 4.6 Other National Infrastructure projects within 30-50 miles of Central and Eastern Berkshire include Crossrail (Elizabeth Line), improvements to the M25, M3 and M4, as well as the Datchet to Teddington flood defences. A distance of 30-50 miles is the estimated distance over which the majority of sand and gravel produced is transported.
- 4.7 All these projects are of significant scale and require the future demand to be accounted for in future aggregate supplies, over and above the annual infrastructure delivery programme. The emerging Infrastructure Delivery Plans contain more information on the level of future development planned for the area, which cumulatively will place additional pressure on aggregate supplies.
- 4.8 The indication, therefore, is of an increase in future infrastructure delivery in the Central and Eastern Berkshire area, leading to an increase in future aggregate demand. However, short-term demand may be subject to uncertainty due to recent national events.

Landbank

- 4.9 The Local Aggregate Assessment for the period 2018, determined the LAA Rate as 0.628 million tonnes¹⁷. Based on the 2018 LAA rate the landbank for sand and gravel is 9.3 years (see Table 3).

Table 3: Central and Eastern Berkshire sand and gravel landbanks

	Permitted Reserve (Tt)	Landbank based upon 10yr average sales between 2009-2018 (years)	Landbank based upon 3yr average sale between 2016-2018 (years)	Landbank based on 2018 LAA Rate
Total Sand & Gravel	5,857	9.3	12.0	9.3

Source: Aggregate Monitoring survey data.

Future provision

- 4.10 The proposed Plan period is up to 2036. If the LAA rate is projected forward from 2018 to 2036 a total of 11.304 million tonnes (Mt) of sharp sand and gravel would be required over the course of the Plan. Current permitted

¹⁷ Central and Eastern Berkshire – Local Aggregate Assessment 2018: www.hants.gov.uk/berksconsult

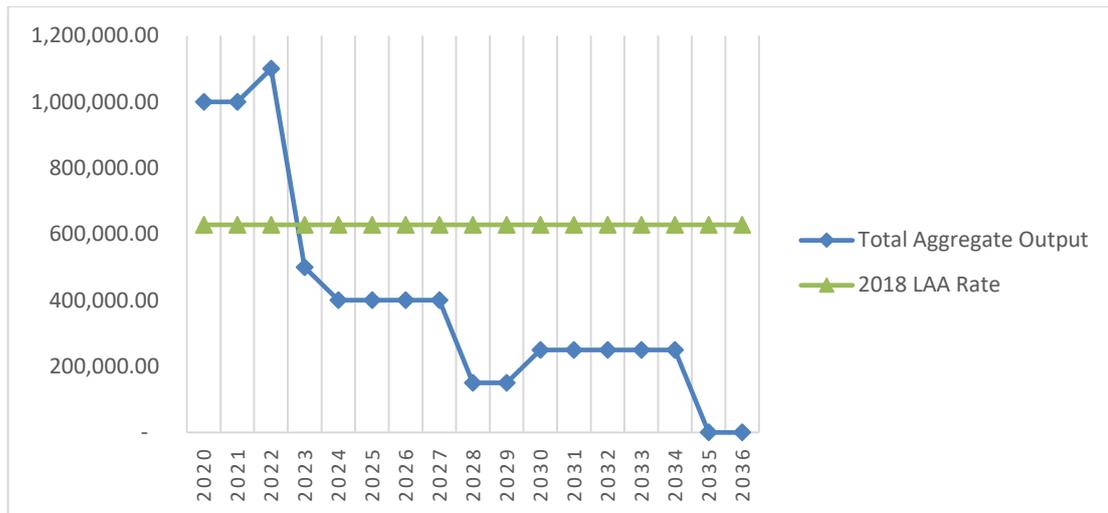
reserves for Central and Eastern Berkshire are 5.857 Mt (not including Star Works Quarry¹⁸). This means that there is a total remaining requirement of 5.447 Mt of sharp sand and gravel (0.628 Mt per annum).

- 4.11 A number of Preferred Areas remain undeveloped from the *Replacement Minerals Local Plan for Berkshire*¹⁹. There is no certainty that these sites will ever be worked. A number of these are located within West Berkshire, but others are located within Central and Eastern Berkshire and Slough.
- 4.12 The Proposed Submission - Joint Minerals & Waste Plan includes sand and gravel allocations which total a provision of 0.4 Mt (subject to approval by the Berkshire Authorities). In addition, Poyle Quarry was granted permission in January 2019 which will provide 0.8 Mt. Water Oakley (Land south of Windsor Road) was permitted in December 2019 (subject to legal agreements) which includes 1.7 Mt. Neither of these permissions are included in the Reserves at 31st December 2018. This means there is a shortfall of 2.5 Mt in total provision.
- 4.13 Each of the existing operations and allocations include an annual throughput which outlines the rate at which the site will deplete. Figure 5 shows the rate of depletion (Total Aggregate Output) of the allocations based on the estimated commencement date of the proposals as well as the remaining reserves of the existing operations. This is plotted against the planned provision rate of 0.628 Mt (Target Aggregate Output). Figure 5 demonstrates that despite the allocations, the Plan will experience a shortfall in overall provision from 2023.

¹⁸ The reserves at this site are not considered to be viable and there are no known plans for extraction.

¹⁹ Replacement Minerals Local Plan for Berkshire. 2001: www.bracknell-forest.gov.uk/replacement-minerals-local-plan-for-berkshire-2001.pdf

Figure 4: Predicted depletion rate of sand and gravel in Central and Eastern Berkshire



4.14 The Central & Eastern Berkshire Authorities are therefore seeking to demonstrate the potential for provision within the Plan area by outlining a sand and gravel 'Area of Search'.

4.15 The 2014 Aggregate Monitoring survey suggests that Hampshire, Wiltshire and Oxfordshire were the main sources of sand and gravel used in Berkshire.

4.16 Monitoring undertaken by the Mineral Products Association indicates that the average road delivery distance for aggregates has varied between 26 and 35 miles in recent years²⁰. As such, neighbouring mineral planning authorities have been identified as potential future sources of sharp and gravel should suitable proposal not be forthcoming within the Area of Search to meet demand.

4.17 Wiltshire is also included as a potential source of supply based on the 2014 Aggregate Monitoring survey. Although, it is recognised that both Wiltshire and Oxfordshire, may have been supplying West Berkshire rather than Central and Eastern Berkshire due to proximity.

5. Local Plans

5.1 Mineral Planning Authorities are required to prepare Plans for providing a steady and adequate supply of minerals. National policy also states that these Plans need to be reviewed at least every five years to determine whether they are effective.

²⁰ Mineral Products Association - Sustainable Development Report (2018)
https://mineralproducts.org/documents/MPA_SD_Report_2018.pdf

- 5.2 Table 2 outlines the Local Plan status for the Authorities that have been considered as part of the Soft Sand Study and the current landbank for sharp sand and gravel.
- 5.3 Only Buckinghamshire has a recently updated adopted Plan. West Berkshire is preparing a new Plan. Hampshire, Surrey, and Wiltshire (and Swindon) are currently reviewing or plan to review their Plans.
- 5.4 Whilst it is not possible to determine Buckinghamshire's or Wiltshire's landbank, the only mineral planning authority area which has a landbank below the minimum 7-year requirement is Surrey. However, as noted, the Plan is shortly to be subject to a review.

Table 4 – Mineral Local Plan Status

Planning Authority	Plan Status	Sharp sand & Gravel provision	Current Landbank (2018) ²¹	Current focus
Buckinghamshire County Council	The Minerals and Waste Local Plan 2016-2036 was adopted in 2019 ²² .	0.81 mtpa of sand and gravel from the Thames and Colne Valleys (primary focus area) and 0.12 mtpa of sand and gravel from the Great Ouse Valley (secondary focus area).	10 years* *MK and Bucks reported jointly	Became a Unitary - Buckinghamshire Council on 1 st April 2020.
Hampshire County Council	Minerals and Waste Plan adopted in 2013 ²³ .	1.28mtpa to 2030	9 years	Currently undertaking a 2020 Review of the Plan.
Oxfordshire County Council	Minerals & Waste Local Plan: Core Strategy was adopted 2017 ²⁴	1.015 mtpa to 2031 / 18.270 mt total reserve	13 years	Currently preparing the Sites Allocation Plan. Preferred Options completed in 2020.
Surrey County Council	Core Strategy and Primary Aggregates Plan adopted in 2011 ²⁵ .	24mt of aggregate between 2009 and 2026 (included soft sand)	5 years	LDS (2019) ²⁶ : A review of the conformity of the Surrey Minerals Plan with the NPPF was carried out in 2014. The current anticipated programme for future review (or partial review) and adoption of the Surrey Minerals Plan is: <ul style="list-style-type: none"> • Issues and options – Spring 2020 Adoption – Summer 2023

²¹ South East Annual Monitoring Report (SEEAWP, 2019): <https://documents.hants.gov.uk/see-awp/SEEAWP-annual-report-2018.pdf>

²² <https://www.buckscc.gov.uk/media/4514370/buckinghamshire-minerals-and-waste-local-plan-2016-2036.pdf>

²³ <https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf>

²⁴ <https://www2.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/environmentandplanning/planning/mineralsandwaste/September2017/AdoptedMineralsWasteCoreStrategySept2017.pdf>

²⁵ https://www.surreycc.gov.uk/_data/assets/pdf_file/0007/81439/Adopted-Core-Strategy-Development-Plan-Document.pdf

²⁶ https://www.surreycc.gov.uk/_data/assets/pdf_file/0018/185121/2018-12-18-MWDS-2018-FINAL.pdf

West Berkshire Council	Replacement Minerals Local Plan for Berkshire adopted 2001 ²⁷ Emerging new Minerals and Waste Local Plan.	Preferred Option ²⁸ : 4 million tonnes of construction aggregate (includes soft sand)	14 years ²⁹	<i>Local Plan Newsletter (Feb 2020)</i> ³⁰ : Submission version consultation (scheduled Jan-Feb 2020) has been cancelled due to removal of two significant sites at the request of the landowner.
Wiltshire Council	Minerals Core Strategy ³¹ and Minerals Development Control Policies DPD adopted 2009 ³² . Wiltshire and Swindon Aggregate Minerals Site Allocation Local Plan was adopted in 2013 ³³	1.85 million tonnes per annum	Not available.	LDS (2018): A review will be undertaken in 2019/20 in co-operation with Swindon Borough Council. If it is considered necessary to programme a review, this will be set out in the next update to the LDS.

²⁷ <https://www.bracknell-forest.gov.uk/sites/default/files/documents/replacement-minerals-local-plan-for-berkshire-2001.pdf>

²⁸ <https://info.westberks.gov.uk/CHttpHandler.ashx?id=43657&p=0>

²⁹ <https://info.westberks.gov.uk/CHttpHandler.ashx?id=47201&p=0>

³⁰ <https://info.westberks.gov.uk/CHttpHandler.ashx?id=48523&p=0>

³¹ <http://www.wiltshire.gov.uk/minerals-core-strategy-june-2009.pdf>

³² <http://www.wiltshire.gov.uk/adopted-minerals-development-control-policies-dpd-2009-september.pdf>

³³ <http://www.wiltshire.gov.uk/minerals-adopted-sites-local-plan-may-13.pdf>

6. Alternative Supplies

Crushed rock

- 6.1 Crushed rock can be used as a substitute for sharp sand and gravel. The geology of Central and Eastern Berkshire means that it does not have its own source of crushed and hard rock minerals such as limestone. Therefore, those minerals that cannot be derived from within the Plan area have to be imported by rail and road in order meet local needs.
- 6.2 The dominant source of crushed rock for Berkshire is Somerset which has some 400 million tonnes of approved reserves (equivalent to 29.9 years)³⁴. While not all the quarries in Somerset have rail connections, those that do form a significant proportion. Provided Somerset maintain its productive capacity, it is estimated that there are sufficient reserves available to supply on-going market demand.
- 6.3 There is currently no rail depot to receive crushed rock imports within Central and Eastern Berkshire. As such, it is assumed that the area is served predominately by the rail depots in West Berkshire. The West Berkshire Local Aggregate Assessment (LAA)³⁵ identifies that a large proportion of the aggregate sold from the rail depots at Theale is then exported out of West Berkshire by road. The LAA also states that there is sufficient capacity at the rail depots for an increase in demand should this occur in the future.
- 6.4 The safeguarding of the rail depots at Theale, West Berkshire will be important for Central and Eastern Berkshire to ensure a supply of crushed rock, unless a suitable rail depot is located within the Plan area.

Marine sand and gravel

- 6.5 The 2014 Aggregate Monitoring Survey records marine aggregate as being received in Berkshire from Hampshire and London via rail. The 2014 import figures are a significant increase from 2009 (152 Tt from 98 Tt) which suggests this could be an increasing source of supply. Whilst neighbouring West Berkshire and Slough have rail depots, there are none within Central and Eastern Berkshire.
- 6.6 The safeguarding of wharves will be critical to any future increase of marine sand and gravel as a source of supply. Hampshire's wharves are safeguarded

³⁴ Somerset LAA 2016: www.somerset.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=112822

³⁵ West Berkshire Local Aggregate Assessment 2018 (April 2019):
<https://info.westberks.gov.uk/CHttpHandler.ashx?id=46310&p=0>

through the Hampshire Minerals & Waste Plan (adopted 2013)³⁶. London's wharves are safeguarded through the London Plan (2016)³⁷.

Recycled and secondary aggregate

- 6.7 Secondary and recycled aggregate do not currently substitute for primary aggregates in structural uses, only in lower specification construction uses, such as the sub-base in roads and car parks. The main use is to provide a fill that substitutes for the lower quality sand and gravel produced within Central and Eastern Berkshire.
- 6.8 There is no secondary aggregate produced within Central and Eastern Berkshire. There is no reliable or comprehensive data on production or use of recycled aggregates. Data on sales of recycled aggregate have historically been recorded on a Berkshire-wide level. Sales specifically attributed to Central and Eastern Berkshire have been recorded for five years and this shows a steady increase from 85 Tt in 2014 to 135 Tt in 2018. It is estimated that the capacity for recycled aggregate production in Central and Eastern Berkshire is in the region of 280 Tt but that the permanent capacity is as little as 40-45 Tt.
- 6.9 The Mineral Products Association undertook aggregate scenarios to determine potential future growth³⁸. The study concluded that recycled and secondary materials are likely to continue to make a significant contribution to supply (30%) but that the figure is not expected to continue to grow significantly.

7. Common Ground

- 7.1 The Emerging Central and Eastern Berkshire - Joint Minerals & Waste Plan outlines in Policy M3 a requirement of 0.628 Mtpa of sharp sand and gravel throughout the Plan period. However, it also recognises that there is a need for flexibility and therefore, local circumstances will need to be monitored and the provision figure will be adjusted, should this be required.
- 7.2 Policy M2 (Safeguarding sand and gravel resources) states that sharp sand and gravel resources will be safeguarded within the Minerals and Waste

³⁶ Hampshire Minerals & Waste Plan (2013):

<https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf>

³⁷ London Plan (Mayor of London, 20186): <https://www.london.gov.uk/what-we-do/planning/london-plan/current-london-plan/london-plan-2016-pdf>

³⁸ Long term aggregates demand supply scenarios (2016-30) (MPA, 2017):

https://mineralproducts.org/documents/MPA_Long_term_aggregates_demand_supply_scenariors_2016-30.pdf

Safeguarding Area. Policy M2 seeks to maximise prior extraction opportunities in the Plan Area to bolster supply.

- 7.3 Policy M4 seeks to facilitate the extraction of sharp sand gravel reserves at the identified allocations and resources in appropriate locations. An appropriate location is situated within the Area of Search (as shown on the Policies Maps) and one that meets all planning policy requirements of the Plan as a whole.
- 7.4 Whilst it is recognised that recycled aggregate can only form a limited substitute to meet the total demand of sand and gravel, Policy M5 seeks to maintain existing aggregate recycling facilities and encourage new facilities in appropriate locations.
- 7.5 Marine sand and gravel and crushed rock currently form part of the aggregate supply to the Area, but these sources are not within the administrative boundaries of the Central and Eastern Berkshire Authorities.
- 7.6 In order to maintain a steady and adequate supply of sharp sand and gravel, and its substitutes sources, to Central and Eastern Berkshire, it will be necessary to monitor current and future supply sources under the Duty to Cooperate obligations. It is intended that this should be used to inform and update this Statement of Common Ground.
- 7.7 Given the shortfall of provision in the Central and Eastern Berkshire area, the parties agree that there is a need to recognise existing movements and take into consideration the sharp sand and gravel needs of Central and Eastern Berkshire in their plan-making, as required by the National Planning Policy Framework.
- 7.8 It is recognised that suitable resources are located within the Plan area as sought to be demonstrated through the Area of Search outlined within the Plan. It is envisaged that during the Plan period (up to 2036) suitable proposals will be forthcoming within the Area of Search and it is hoped that the reliance on external sources will be reduced.
- 7.9 The South East England Aggregate Working Party – Annual Report 2018 highlights that sharp sand and gravel sales have increased since 2009 and there is a regional landbank of 10-years. There is variation in quarry capacity across South East England, although it is only Hampshire that has a capacity margin lower than 25%. However, the report also recognises there has been a decline in the replenishment rate over the last three years.
- 7.10 There is no commitment by any one party to supply the shortfall in sharp sand and gravel to Central and Eastern Berkshire but for parties to plan positively in

order to continue existing supply sources, where sustainable and in compliance with national policy. In the event current supply patterns cannot be maintained alternatives will be explored under the Duty to Cooperate in the preparation of Plans.

- 7.11 As more data on the movement of sharp sand and gravel becomes available, the parties to this Statement will be reviewed subject to the outcome of Duty to Cooperate discussions.

8. Additional Strategic Matters

- 8.1 A Statement of Common Ground has also been prepared regarding the strategic movement and supply of Soft Sand to Central and Eastern Berkshire.

Statement of Common Ground

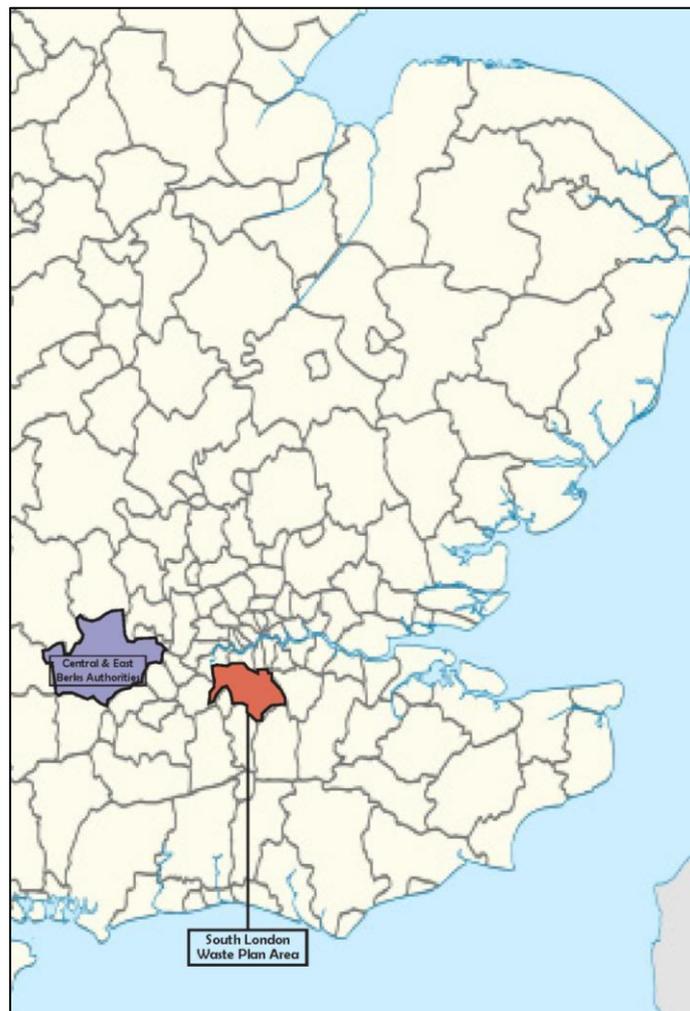
Between Central and East Berkshire Waste Authorities and the South London Waste Plan Boroughs concerning Strategic Policies for Waste

July 2020

1. Introduction & Need for a Statement of Common Ground

- 1.1** Both the Central and East Berkshire Waste Authorities (Bracknell Forest Council, Reading BC, RB Windsor and Maidenhead and Wokingham BC) and the South London Waste Plan Boroughs (LB Croydon, RB Kingston, LB Merton and LB Sutton) are responsible for planning for the future of waste management in their areas and this is done through their planning policy documents. While the Central and East Berkshire Waste Authorities are not adjacent to the South London Waste Plan area, the two waste planning groupings are linked in that each provides specialist waste facilities for waste arising in the other grouping. Furthermore, the 2018 Waste Interrogator shows a significantly different pattern of waste movements to previous years.

Figure 1: South London Waste Plan Area and Central and East Berkshire Authorities



1.2 The 2019 South London Waste Plan Technical Appendices and the 2018 Waste Interrogator reports the following movements between Central and Eastern Berkshire and the South London Waste Plan area:

Table 1: Household and Commercial and Industrial Waste

Facility	Treatment	2014	2015	2016	2017	2018
From South London Waste Plan Area to Central and East Berkshire Waste Authorities						
St Georges Lane	Transfer	-	-	-	-	1,221
Star Works Treatment	Treatment	-	-	-	-	525
Other sites	-	-	-	-	-	3
From Central and East Berkshire Waste Authorities to South London Waste Plan Area						
SafetyKleen	Transfer	-	-	-	-	126
Net from C & E Berks to SLWP Area		-	-	-	-	-1,623

Table 2: Construction and Demolition Waste

Facility	Treatment	2014	2015	2016	2017	2018
From South London Waste Plan Area to Central and East Berkshire Waste Authorities						
Kingsmead Landfill	Landfill	-	-	-	-	61,794
Horton Brook Quarry	Landfill	375	-	150	4,875	
From Central and East Berkshire Waste Authorities to South London Waste Plan Area						
None		-	-	-	-	-
Net from Surrey to SLWP Area		-	-	-	-	-61,794

Table 3: Hazardous Waste

Waste	Treatment	2014	2015	2016	2017	2018
From South London Waste Plan Area to Central and East Berkshire Waste Authorities						
Healthcare (to W&M)	Treatment	5	141	554	638	663
Healthcare (to W&M)	Transfer	19	35	98	152	143
Healthcare (to Reading)	Transfer	-	-	-	-	49
From Central and East Berkshire Waste Authorities to South London Waste Plan Area						
Solvents	Transfer	128	84	61	67	1
Oil & Oil/Water Mixtures	Transfer	2	29	54	32	44
Other	-	3	26	10	14	9
Net from C & E Berks to SLWP Area		+109	-37	-527	-677	-801

1.3 Therefore, there is a justification in terms of the volume of waste movements for both the South London Waste Plan boroughs and the Central and East Berkshire Waste Authorities to work together closely on waste treatment issues and to conclude a Statement of Common Ground for the emerging South London Waste Plan.

2. Analysis of Key Strategic Matters

2.1 Waste management is defined as a strategic matter in Paragraph 20 (b) of the National Planning Policy Framework. Between the two waste authorities, there are two specific matters which require agreement:

- (i) cross-boundary waste movements

- (ii) the future of the landfills; and
- (iii) the future of healthcare treatment and transfer facilities in Central & Eastern Berkshire

- 2.2** The emerging South London Waste Plan (2019) intends to plan for its London Plan apportionment figure for Household and Commercial & Industrial Waste, which is 13% above the area's arisings. It also plans to meet its arisings for Construction & Demolition Waste. The Draft Central and East Berkshire Minerals and Waste Plan (2018), in Policy W1(d), plans to meet its identified need. Therefore, both areas should be "net self-sufficient" by the end of the plan periods, both plans end in 2036. Consequently, both groupings should be able to meet the arisings targets, although there will continue to be waste flows across the boundaries as the councils cannot control private contractual agreements.
- 2.3** In respect of the landfills, it is understood that the large amount of waste received at Kingsmead was soil from Merton. The Kingsmead landfill has a planning permission until 2042 and so any waste flows from the South London Waste Plan area should be able to continue beyond the plan period of the emerging South London Waste Plan. Similarly, Horton Brook Quarry is an allocated site for inert waste in the Draft Central and East Berkshire Minerals and Waste Plan (2018).
- 2.4** With regard to the healthcare facilities in Central & Eastern Berkshire used by South London Waste Plan area clients, unfortunately, the Hazardous Waste Interrogator does not identify individual sites. However, given that the Waste Interrogator reports waste is sent to the Star Works Treatment Plant, a clinical waste treatment installation run by Grundon Waste Management, it is assumed that this is also the destination for the healthcare waste. This treatment facility (not the adjacent landfill) is safeguarded in the Draft Central and East Berkshire Minerals and Waste Plan (2018) until 2036.

3. Conclusion of Strategic Matters

3.1 The analysis of the strategic matters has concluded:

(a) As both Central and East Berkshire authorities and the South London Waste Plan boroughs intend to meet or exceed their waste arisings for Household and Commercial & Industrial Waste and for Construction & Demolition Waste, there will be sufficient waste capacity for the both areas to meet their arisings theoretically.

(b) There will still be some cross-boundary movements as neither planning authorities can control the waste contracts that are made between waste management operators and their clients.

(c) The movement of Construction & Demolition Waste to landfills at Kingsmead and Horton Brook Quarry can continue over the plan period, as both are allocated sites in the Draft Central and East Berkshire Minerals and Waste Plan until 2036.

(d) All parties agree that the clinical waste facility (Star Works treatment facility) which receives Westminster's healthcare waste is located in Wokingham, but the site entrance is within Windsor & Maidenhead and the Hazardous Waste Data Interrogator therefore records the waste as being received in Windsor & Maidenhead.

(e) The Star Works site includes landfill and waste treatment operations.

(f) The landfill operation has planning permission until 2020 with restoration completed in 2021. The operator has submitted an application to extend the operational time period to January 2022 with restoration to January 2023. The application is currently pending, and has attracted significant levels of objection. All parties agree that the landfill operation will cease in the near future and cannot be relied on to receive future waste exports.

(g) 'A separate part of the site has a B2 use classification and this part of the site has been in use for the treatment of clinical waste by steam since 2004. No party is aware of any reason why the site cannot be relied on to continue to receive waste for treatment.'

4. Cooperation Activities

4.1 Activities undertaken for the preparation of this Statement of Common Ground included:

(a) Commenting on draft proposals for planning policy concerning waste management

(b) Membership of the respective waste technical advisory groups: the South East Waste Planning Advisory Group and the London Waste Planning Forum

(c) Ad-hoc exchange of information (via correspondence) related to the monitoring of waste movements and management capacity

4.2 In the future, both Central and East Berkshire Authorities and the South London Waste Plan Boroughs will continue to:

(a) Comment on draft proposals for waste planning policy concerning waste management

(b) Be members of the respective waste technical advisory groups

(c) Monitor their respective waste plans and inform each other of any notable deviation from the expected progress of their plan in reaching management capacity

4.3 In addition, Paragraph 9.8.3 of the London Plan (2020) states:

"The Mayor will work with boroughs, the London Waste and Recycling Board, and the London and neighbouring Regional Technical Advisory Bodies to address cross-boundary waste flow issues. Examples of joint working include ongoing updates to the London Waste Map, sharing data derived from

Circular Economy Statements, the monitoring of primary waste streams and progress to net self-sufficiency, supporting the Environment Agency’s annual monitoring work, and collaboration on management solutions of waste arisings from London.”

5. The Agreement

5.1 The South London Waste Plan boroughs and Central and East Berkshire Waste Authorities agree that:

(a) The principal areas where cooperation is needed are those set out in Section 3.

(b) They have worked together and will continue to work together, as set out in Section 4, to ensure that waste is managed effectively between the two areas.

.....
Duncan Clarke
Strategic Planning Manager, London Borough of Sutton
On behalf of the South London Waste Plan Boroughs
Date:

.....
Xxx
Xxx
Date:

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Statement of Common Ground on Strategic Waste Matters
between
Westminster City Council,
Royal Borough of Windsor and Maidenhead
and
Wokingham Borough Council

1. Parties involved

1.1 The parties involved are

- Westminster City Council
- Royal Borough of Windsor and Maidenhead
- Wokingham Borough Council

2. Strategic geography

Westminster City Council

2.1 The City of Westminster is in Central London and covers over eight square miles and is home to many of the landmarks synonymous with 'tourist London'. Much of Westminster is within the Central Activities Zone (CAZ) which is a designation set by the Mayor of London to guide planning policies. The City of Westminster has some of the most affluent residential areas in the country, but a diverse demographic means also some of the most deprived. It is a densely populated borough which continues to grow, and space is at a premium.

Wokingham Borough Council

2.2 Wokingham Borough Council lies to the west of London in the county of Berkshire. Wokingham is working with Bracknell Forest Council, Reading Borough Council and the Royal Borough of Windsor and Maidenhead (collectively referred to as 'Central and Eastern Berkshire Authorities') to produce a Joint Minerals and Waste Plan which will guide minerals and waste decision-making in the area.

Royal Borough of Windsor and Maidenhead

2.3 The Borough lies to the west of London providing a predominantly countryside setting for the three main settlements of Maidenhead, Windsor and Ascot, and a number of neighbouring villages. Pressure for development comes from a number of sources including a changing and growing population with a shifting demand for different types of housing and infrastructure.

3. Strategic waste issues

3.1 The City of Westminster has no waste facilities within its borders and no designated industrial land in which to locate new facilities. Westminster exports all of its waste with the exception of a small amount of composting in the Royal Parks. Westminster is contributing towards London's net self-sufficiency target for Local Authority Collected Waste (LACW) and Commercial and Industrial (C&I) waste by meeting its London Plan apportionment targets. This will be achieved through an arrangement with one of the London Boroughs with sufficient spare capacity to take on Westminster's apportionment targets. Construction, demolition and excavation waste will continue to be exported, but developers are required to recycle 95% of C&D waste and put 95% of excavation waste to beneficial use to divert this waste stream from landfill. Hazardous waste, which forms part of these waste streams, will also continue to be exported to specialist facilities.

3.2 Planning Practice Guidance for Waste states "Given the unique waste needs of London, there is likely to be a need for waste planning authorities surrounding London to take some of London's waste. The Mayor and waste planning authorities in London should engage constructively, actively and on an ongoing basis with other authorities, under the duty to cooperate, to help manage London's waste."

3.3 Westminster needs help to manage CD&E and hazardous waste.

3.4 All parties agree the following thresholds to indicate 'strategic' waste movements:

- CD&E: 5,000 tonnes per annum
- LACW/C&I: 2,500 tonnes per annum
- Hazardous: 100 tonnes per annum

3.5 Both Windsor & Maidenhead and Wokingham receive strategic amounts of hazardous waste exports from Westminster.

3.6 All parties agree the following figures from the Waste Data Interrogator.

Table 1: Waste exports from Westminster 2014-2018 (tonnes)

Destination	Site name	Site type	Waste	2014	2015	2016	2017	2018
Windsor & Maidenhead	Kingsmead Landfill	Landfill	CDE	0	0	0	0	8,172
Windsor & Maidenhead	Other	All	All	0	0	0	0	0

Source: Waste Data Interrogator 2014-2018

3.7 All parties agree there are no known planning reasons why exports of similar amounts of CD&E waste exports cannot continue to Kingsmead landfill site.

3.8 All parties agree the following figures from the Hazardous Waste Data Interrogator.

Table 2: Hazardous waste exports from Westminster 2014-2018 (tonnes)

Destination	Type of waste	Fate	2014	2015	2016	2017	2018
Windsor & Maidenhead (Wokingham)	Healthcare	Transfer	91	91	96	91	91
		Treatment	399	425	455	446	482
	All other	All other	0	0	0	0	0

Source: Hazardous Waste Data Interrogator 2014-2018

3.9 All parties agree that the clinical waste facility (Star Works treatment facility) which receives Westminster’s healthcare waste is located in Wokingham, but the site entrance is within Windsor & Maidenhead and the Hazardous Waste Data Interrogator therefore records the waste as being received in Windsor & Maidenhead.

3.10 The Star Works site includes landfill and waste treatment operations.

3.11 The landfill operation has planning permission until 2020 with restoration completed in 2021. The operator has submitted an application to extend the operational time period to January 2022 with restoration to January 2023. The application is currently pending, and has attracted significant levels of objection. All parties agree that the landfill operation will cease in the near future and cannot be relied on to receive future waste exports.

3.12 'A separate part of the site has a B2 use classification and this part of the site has been in use for the treatment of clinical waste by steam since 2004. No party is aware of any reason why the site cannot be relied on to continue to receive waste for treatment.'

4. Governance arrangements

4.1 All parties agree to monitor waste movements through Authority Monitoring Reports and engage again if these change significantly from the current trend.

4.2 All parties agree to engage again if there are any significant operational changes to facilities receiving waste exports from Westminster.

5. Signatories

5.1 All parties agree that this statement is an accurate representation of matters discussed and issues agreed upon.

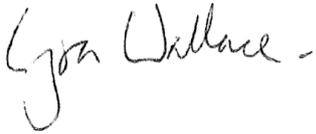
Signed:

Signed:

Name:

Position:

Wokingham Borough Council



Name: Ezra Wallace

Position: Director of Policy & Projects

Westminster City Council

Signed:

Name:

Position:

Royal Borough of Windsor & Maidenhead

TITLE	Central and Eastern Berkshire Joint Minerals and Waste Plan: Proposed Submission Plan
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	None specific;
LEAD OFFICER	Director, Place and Growth - Chris Trill
LEAD MEMBER	Executive Member for Planning and Enforcement - Wayne Smith

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

This report seeks approval to publish and consult on the Central and Eastern Berkshire Joint Minerals and Waste Plan: Proposed Submission Plan (the Joint Plan), and the proposed submission documents, and subsequently submit to the Secretary of State for independent examination. This would be in accordance with Regulations 19 and 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (the Regulations).

The Joint Plan will provide a robust strategy to demonstrate how action has been taken to address the future supply of minerals and sustainable management of waste. Once adopted, the Joint Plan will replace the Council's current planning policies that are set out in the Replacement Minerals Local Plan for Berkshire (Adopted in 1995 but subject to Alterations in 1997 and 2001) and the Waste Local Plan for Berkshire (1998).

The publication and consultation is a further stage of the plan preparation process, following a focussed consultation in spring 2020, a Draft Plan consultation in summer 2018, and an Issues and Options consultation in 2017.

RECOMMENDATION

The Executive is asked to recommend to the Special Council Executive that they:

- 1) approve the Central and Eastern Berkshire Joint Minerals and Waste Plan: Proposed Submission Plan and supporting documentation for publication and public consultation under Regulation 19;
- 2) authorise community engagement on the Central and Eastern Berkshire Joint Minerals and Waste Plan: Proposed Submission Plan and associated supporting documents to take place for 6 weeks from Thursday 3rd September 2020;
- 3) authorise the submission of the Central and Eastern Berkshire Joint Minerals and Waste Plan: Proposed Submission Plan, and supporting documents to the Secretary of State for independent examination in public, under Regulation 22;
- 4) authorise the Director of Place and Growth, in consultation with the Executive Member for Planning and Enforcement, to agree minor amendments necessary to the Central and Eastern Berkshire Joint Minerals and Waste Plan: Proposed

Submission Plan and other supporting documents prior to consultation. Any minor modifications would consist of non-material amendments such as rewording and correction of typing errors;

- 5) request the appointed Inspector to recommend modifications to the submitted Joint Plan, in the event that the Inspector considers that such modifications would make the plan sound.

EXECUTIVE SUMMARY

Wokingham Borough Council is preparing the Central and Eastern Berkshire Joint Minerals and Waste Plan with the Royal Borough of Windsor and Maidenhead (RBWM), Bracknell Forest Borough Council and Reading Borough Council. The Joint Plan is being produced in collaboration by Hampshire Services (part of Hampshire County Council). Consultation documents are attached, or are available on request. They are at an advanced stage of preparation, but will be subject to some further drafting/amendment prior to being made available as part of the consultation.

The preparation of a new Minerals and Waste Local Plan will look further forward and so ensure that our planning policies continue to be effective in managing decisions by the council, and where these are appealed, by Planning Inspectors.

Plans must be prepared in consultation with the local community and other stakeholders. This consultation is the final stage where residents, landowners, operators and other interested parties can submit responses to the Joint Plan. Publication and consultation will take place under Regulation 19 of The Town and Country Planning (Local Planning) (England) Regulations (2012) (as amended). At this stage, national regulations state responses should focus on legal and procedural requirements, and whether the Joint Plan is 'sound.'

A number of earlier consultations have been undertaken. This includes a focused consultation in spring 2020, which sought responses on a proposal for mineral extraction at 'Land west of Basingstoke Road, Swallowfield'. Following a review of the responses, and technical information, this site is not proposed to form part of the submission version of the Plan.

There are no minerals sites in Wokingham Borough proposed for allocation in the Plan, but there are several others in the wider plan area. Despite the inclusion of these sites, there is anticipated to be insufficient sites to meet the minerals requirement over the plan period. An 'Areas of Search' approach is proposed which identifies the locations of sand and gravel resources, where the extraction of minerals is supported in principle. The acceptability of any proposals would still be considered through the planning application process.

The Joint Plan also identifies a requirement for additional waste capacity, with a number of sites in RBWM proposed for allocation to help meet this requirement. Despite the inclusion of these sites, there is anticipated to be insufficient sites to meet the waste capacity requirement. The Joint Plan therefore identifies a large number of existing industrial sites where waste management uses may be acceptable, including sites in Wokingham Borough. The acceptability of any proposals would still be considered through the planning application process. There are no waste sites in Wokingham proposed for allocation, but the treatment of clinical waste at the Star Works site at

Knowl Hill is anticipated to continue. The landfill section of the site is expected to cease in the near future.

The Joint Plan also proposes a wide range of planning policies. These include policies in response to the challenge of climate change, site restoration and sustainable transport movements, amongst many others. A new policy is also proposed regarding Operator Past Performance, which sets out how an operator's record of running established minerals or waste sites can provide information on how appropriately the impacts of development have been managed.

Submission of the Plan and supporting documentation will take place under Regulation 22, and is anticipated in winter 2020, followed by examination in public by a Planning Inspector in spring 2020. The future adoption of the Plan will provide a strong planning policy basis from which to determine planning decisions on minerals and waste development.

Background

Planning for the future production of minerals and for the management of waste disposal is a strategic matter normally undertaken at a county level. Within Berkshire this responsibility falls to each unitary authority, however in recognition of the strategic nature, Bracknell Forest, Reading, the Royal Borough of Windsor and Maidenhead (RBWM) and Wokingham Councils have agreed to work together to prepare a Joint Minerals and Waste Plan (hereafter referred to as the Joint Plan).

The Joint Plan will replace the current minerals and waste planning policies contained in the Replacement Minerals Local Plan for Berkshire (Adopted in 1995 but subject to Alterations in 1997 and 2001) and the Waste Local Plan for Berkshire (1998).

It is important that the Joint Plan is prepared to ensure that planning policies are effective in managing decisions by the council and, where these are appealed, by the Planning Inspectorate.

Slough Borough Council is not part of this joint arrangement due to local complications linked to the potential expansion of Heathrow Airport, but have been closely engaged due to the functional links between them and the rest of Berkshire. West Berkshire Council have chosen to prepare a separate Minerals and Waste Local Plan, but again have been closely engaged.

Consultation

Local Plans must be prepared in consultation with local communities and other stakeholders. They must also be consistent with national planning policy, which in the case of minerals and waste matters is: the National Planning Policy Framework (NPPF) (2019) and the accompanying Planning Practice Guidance (PPG), the Waste Management Plan for England (2013), and the National Planning Policy for Waste (2014).

The submission version of the Joint Plan has taken account of consultation responses, technical information and evidence, and discussions with important stakeholders such as statutory consultees. A number of public consultations have taken place to help guide the preparation of the Joint Plan, including:

- Focussed consultation: 11 February – 23 March 2020
- Draft Plan consultation: 6 August – 12 October 2018
- Issues and Options consultation: summer 2017.

A summary report of the representations made is available on the Joint Minerals & Waste consultation website.¹

Discussions have been held with a range of planning authorities and other organisations that may be affected by the strategy and policies in the Joint Plan under the requirements for Duty to Cooperate. A separate report to Executive seeks approval for a number of Statements of Common Ground, which will help to demonstrate how this duty has been met.

¹ www.hants.gov.uk/berksconsult

PROPOSED SUBMISSION PLAN OVERVIEW

Establishing a vision is the starting point for the Joint Plan, in that it sets out the broad philosophy of what is trying to be achieved. To aid the delivery of the vision, a number of strategic objectives have been defined.

The vision of the Joint Plan is to ensure, working with other authorities and bodies, the maintenance of a steady and adequate supply of minerals, whilst maximising the contribution that minerals development can bring to local communities, the economy and the natural environment. The vision further supports sustainable waste management, in accordance with the waste hierarchy.

The 14 strategic objectives support the delivery of the vision and provides the context and overall direction of the Joint Plan. These objectives include balancing minerals resources, waste demand and quality of life; protecting community health and safety; climate change mitigation and adaptation, and engagement between developers, operators and communities.

A Policies Map has also been prepared which shows the proposed allocations and specific policy designations on a geographical basis.

Minerals Strategy

The Joint Plan seeks to provide and/or facilitate the sustainable extraction of minerals for the plan areas. National planning policy requires councils to plan for the sufficient production of minerals. Over the plan period there is a total requirement for 5.447 million tonnes (Mt) of sharp sand and gravel across the plan area.

All sites promoted for minerals extraction have been assessed for their suitability. Whilst several sites were promoted within Wokingham Borough, none have been assessed as suitable and there are no proposed allocations accordingly.

The last consultation in spring 2020, included a promoted site at 'Land west of Basingstoke Road, Swallowfield.' There were 702 responses to the consultation, of which 663 related to this site, and 653 objected to its inclusion in as a minerals site. The main reasons for objecting were:

- Negative impacts on air quality (notably at the nearby primary school), surrounding roads, ecology and protected local species, character of the countryside, visual landscape.
- The site is located in an area of flood risk, and a sequential test and detailed flood risk assessment is required.
- The site is located in an area of high archaeological potential, and a number of heritage assets are in close proximity
- Insufficient information regarding the deliverability of the site.

Following analysis of all the responses submitted to the consultation, given the insufficient information regarding the deliverability of the site, the constraints to mineral extraction coming forward, and the clear public opposition to mineral extraction, the site is not deliverable and has not been proposed for allocation.

The other minerals site that formed part of the spring 2020 consultation, was 'Area between Horton Brook and Poyle Quarry,' in the Royal Borough of Windsor and Maidenhead. This site has been assessed as suitable and is proposed for allocation.

Policy M4 sets out how sand and gravel supply will be provided by the extraction of remaining reserves at the following permitted sites in RBWM:

- a) Horton Brook Quarry, Horton
- b) Riding Court Farm, Datchet
- c) Sheephouse Farm, Maidenhead
- d) Poyle Quarry, Horton
- e) Water Oakley Holyport.

Extensions to the following minerals sites in RBWM are proposed:

- a) Horton Brook and Poyle Quarry, Horton (MA1)
- b) Poyle Quarry, Horton (MA2)

It should be noted that the capacity of the proposed site allocations are insufficient to meet the requirement of 5.447Mt, and there is anticipated to be a shortfall of 3.1Mt sharp sand and gravel over the plan period. This shortfall is anticipated from 2023 onwards.

To support further minerals supply, the Joint Plan includes an 'Area of Search' approach which identifies the location of sand and gravel resources. The extraction of minerals is supported in principle in the 'area of search', however the acceptability of any proposal would be subject to consideration of impacts through the planning application process.

The 'areas of search' do not include areas where national planning policy advises development should be avoided, such as Special Protection Areas (SPA) and ancient woodland. In addition, areas with potential minerals resource have been excluded where they are under 3ha on non-viability grounds. Built up areas are also excluded.

Identifying areas of search does not guarantee planning applications coming forward, or that any applications will be permitted, and further engagement with neighbouring councils is being undertaken given the potential increase in demand on them for sand and gravel.

As expected, some types of minerals are not present or are not present in sufficient quantity to be viably extracted. There are no viable sources of crushed rock and soft sand across central and eastern Berkshire. The area is therefore reliant on supplies from other parts of the country, as set out in the Minerals Background Study. Cooperation between authorities on strategic minerals and waste movements is set out in the Duty to Cooperate Statement.

Waste Strategy

The Joint Plan seeks to provide and/or facilitate sustainable management of waste for the plan areas. Calculations anticipate the following additional waste capacity is required over the plan period:

- 300,000 tonnes per annum (tpa) non hazardous recycling capacity;

- 245,000 tpa non hazardous recovery capacity;
- 575,000 tpa inert recycling or recovery capacity.

A number of sites have been identified to help provide this waste capacity, but no waste sites in Wokingham Borough are proposed for allocation in the Joint Plan. Waste management sites can be located on different types of land depending on the type of facilities and the proposed activity. Policy W4: Locations and sites for waste management, proposes to allocate three sites in RBWM for waste management:

- Berkyn Manor Farm, Horton (WA1)
- Horton Brook Quarry, Horton (WA2)
- The Compound, Pinkney's Green, Maidenhead (WA3)

However, these sites are not sufficient to meet the future waste requirements of Central and Eastern Berkshire up to the end of the plan period, and it is therefore expected that further new sites will come forward through market led delivery.

One option is to location new waste facilities on industrial estates. A number of industrial estates in Reading, Bracknell Forest and Wokingham boroughs have been identified that would be potentially suitable for waste uses. These are not named in the policy or supporting text but are discussed in more detail in the background document, "Waste: Proposal Study."

In addition, previous documents have consulted on the Star Works site at Knowl Hill, which includes a clinical waste treatment operation located in a former brickworks. This site is not proposed for allocation in the Joint Plan, but there are no known reason why the site cannot continue to receive waste for treatment. Any proposals to change the use of the site will require separate planning permission. The separate landfill section of the site is expected to cease in the near future, and has been subject to a recent planning application to extend the time period to complete restoration.

Development Management Policies

The Joint Plan includes development management policies that form a robust framework for the determination of minerals and waste applications. This includes policies relating to sustainable development, climate change, sustainable transport movements, and flood risk, amongst many others.

In 2019, the Planning Practice Guidance² was amended to state that the planning history of a site may be a relevant consideration in the determination of an application. As a result, a policy approach relating to Operator Past Performance was included in the focused public consultation in spring 2020, and has been included in the Joint Plan as Policy DM15. The policy sets out how an operator's record of running established minerals or waste sites can provide information on how appropriately the impacts of development have been managed. In some circumstances this can be a useful indicator of how proposed sites may be managed by the operator.

The policy therefore seeks to protect communities near minerals and waste development from any significant effects. A similar policy approach forms part of the Hampshire Minerals and Waste Plan, and is currently in operation.

² Planning Practice Guidance (Paragraph: 010 Reference ID: 21b-010-20190315, 15/03/2019 revision) - <https://www.gov.uk/guidance/determining-a-planning-application#how-decisions-on-applications>

PROPOSED CONSULTATION FRAMEWORK

The council is required under the Regulations governing the preparation of Local Plans to consult with key stakeholders. The arrangements adopted by the council are expressed in the Statement of Community Involvement (SCI).

The Joint Plan, and various associated documents, are now being finalised and subject to approval by all four authorities, it is intended to formally consult on the Joint Plan and associated documents between for six weeks from Thursday 3rd September 2020.

The Joint Plan refers to a number of separate studies detailed in the 'List of background papers' section. All documentation will be available to view and download from the Joint Plan consultation website³. Draft versions of these documents are available to Councillors on request. Finalised versions will be made available via the council's website as part of the consultation.

Consultation will be undertaken jointly by Hampshire Services with the four local authorities. At this Regulation 19 stage of plan preparation, responses should focus on legal and procedural requirements, and whether the Joint Plan is 'sound' and is: positively prepared, justified, effective, and consistent with national policy.⁴

The consultation exercise is being designed to meet the policies and practice set in the Statement of Community Involvement adopted by each of the local authorities. Consultation will be undertaken with a wide range of parties, including those on the council's Local Plan consultation database.

The consultation will involve sending emails/ letters to individuals, organisations, councillors, and making all the documents publicly available via the website. Due to the current impact of Covid 19, adaptations to how the consultation is undertaken may be required. This includes the government's temporary modifications to Regulation 35 of the Regulations, whereby due to the effects of coronavirus, local planning authorities are not required to make hard copies of documents available for inspection at their principal offices.⁵ All documents will be available on the website.

Representations made in response to the Joint Plan consultation document, Sustainability Appraisal and other relevant documentation will be submitted to the Secretary of State for consideration as part of the examination process.

Approval for the Joint Plan, and for other documents that will inform the Joint Plan, is sought from Special Council Executive. As work on these documents is on-going, delegated authority is sought for the final versions to be agreed by the Director of Place and Growth in consultation with the Executive Member for Planning and Enforcement. Special Council Executive is also requested to authorise the undertaking of the community involvement described in this report.

³ www.hants.gov.uk/berksconsult

⁴ NPPF: Paragraph 35

⁵ Explanatory Memorandum to the Town and Country Planning (Local Planning) (England) Regulations (Coronavirus) (Amendment) Regulations 2020:

https://www.legislation.gov.uk/uksi/2020/731/pdfs/uksem_20200731_en.pdf

Governance

The governance for the preparation of the Joint Plan is headed by a Joint Members Sounding Board with representation from each of the authorities made up of portfolio holders and one additional representative. The Board acts as an advisory body for the preparation of the plan. The Board met on 24 June 2020 to consider the Joint Plan, and received a presentation on its contents, in addition to providing comments on the strategy and the proposed strategic sites.

Risk Management

The main risk is whether the Joint Plan is ultimately found to be 'legally compliant' and 'sound' by a Planning Inspector who will conduct an independent public examination.

Legal Compliance

In producing the Joint Plan, each local authority and Hampshire Services has to assess whether the document was compatible with the legal requirements associated with plans of the authority. This included the Town and Country Planning (Local Development) (England) Regulations 2012 (as amended); the Environmental Assessment of Plans and Programmes Regulations 2004; the Conservation of Habitats and Species Regulations 2010; the Human Rights Act; compliance with Directives of the European Commission and subsequent UK Regulations and ensuring that no segment of the Borough's community was likely to be unfairly penalised.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	Circa £61k	Yes	Revenue
Next Financial Year (Year 2)	NA	NA	NA
Following Financial Year (Year 3)	NA	NA	NA

Other Financial Information

The costs of preparing the Joint Plan are equally split between the four commissioning councils. The table above sets out the project costs attributable to Wokingham Borough Council.

This is a multi-year project and therefore the costs will be spread across a number of financial years, the exact timing of which will be subject to external influences such as the Planning Inspectorate's availability for the Public Examination. The profile of the budget may vary according to other factors but can be covered by existing agreed budget, based on estimated costs for the examination process. The cost of the examination is included in the current project costs, with any additional costs split between the four authorities.

If the consultation and submission of the Joint Plan is not approved then there is increased risk of the preparation of the Joint Plan being extended beyond its current programme. This will result in increased financial pressures across the four councils.

Stakeholder Considerations and Consultation

Public consultation will be carried out in accordance with the Statement of Community Involvement, but may need to be adapted depending on latest government advice regarding Covid 19, including the temporary amendments to Regulation 35 of the Regulations, which means hard copies of relevant documents do not have to be made available at the principal council offices. All relevant information will be available on the website, and email notifications will be sent to all those on the existing consultation database.

Public Sector Equality Duty

An Equalities Impact Screening Report Form is attached (Appendix 2)

Climate Emergency – *This Council has declared a climate emergency and is committed to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030*

The decision supports sustainable mineral extraction and waste management as part of plan led approach to providing opportunities to mitigate and adapt to the effects of climate change. Policy DM2 specifically supports climate change mitigation and adaptation, through appropriate restoration of sites, diverting biodegradable waste from landfill, and other measures.

List of Background Papers

Appendix 1: Central and Eastern Berkshire Joint Minerals and Waste Plan: Submission Version

Other documents available on request:

Policies Map

Sustainability Appraisal

Habitat Regulations Assessment

Consultation Statement

Minerals Background Study

Minerals Proposals Study

Waste Background Study

Waste Proposals Study

Safeguarding Study

Restoration Study

Strategic Landscape Assessment

Strategic Transport Assessment

Strategic Flood Risk Assessment

Heritage Statement

Duty to Cooperate Statement

Equalities Impact Assessment

Climate Change Topic Paper

Contact Ian Church

Service Place Commissioning

Telephone Tel: 0118 974 6450

Email ian.church@wokingham.gov.uk

Central and Eastern Berkshire

Joint Minerals & Waste Plan

Proposed Submission Plan

July 2020



www.rbwm.gov.uk



Prepared by Hampshire Services
Hampshire County Council
www.hants.gov.uk/sharedexpertise



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About the Proposed Submission Plan

Central and Eastern Berkshire – Joint Minerals & Waste Plan

Local Planning Authorities have a statutory responsibility to prepare and maintain an up-to-date local plan. Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council (collectively referred to as the 'Central & Eastern Berkshire Authorities') are working in partnership to produce a Joint Minerals & Waste Plan which will guide minerals and waste decision-making in the Plan area for the period up to 2036.

The Joint Minerals & Waste Plan will build upon the currently adopted minerals and waste plans for the Berkshire area, and improve, update, and strengthen the policies and provide details of strategic sites that are proposed to deliver the vision.

The currently adopted minerals and waste plans for the Berkshire area are the Replacement Minerals Local Plan for Berkshire, adopted in 1995 with subsequently adopted alterations in 1997 and 2001¹ and the Waste Local Plan for Berkshire adopted in 1998². The Minerals Local Plan and Waste Local Plan cover the administrative areas of the Central & Eastern Berkshire Authorities, as well as Slough Borough Council and West Berkshire Council. While these plans covered the period until 2006, the Secretary of State directed that a number of policies in them should be saved indefinitely until replaced by national, regional or local minerals and waste policies. For the Central & Eastern Berkshire Authorities, these saved policies will be replaced by the Joint Minerals & Waste Plan, when it is adopted.

A review of the Replacement Minerals Local Plan for Berkshire and the Waste Local Plan for Berkshire was previously being undertaken on behalf of the six Berkshire Unitary Authorities by the Joint Strategic Planning Unit. During the Examination of the Core Strategy concerns were raised and the Secretary of State subsequently formally requested the withdrawal of the Core Strategy in January 2010.

Following a review of minerals and waste planning, the Central & Eastern Berkshire Authorities decided to progress with a Joint Minerals & Waste Plan. While the Joint Minerals & Waste Plan does not cover Slough Borough Council³ or West Berkshire Council⁴, close coordination of the work between the Berkshire authorities will

¹ Replacement Minerals Local Plan for Berkshire 2001 - <https://www.bracknell-forest.gov.uk/planning-and-building-control/planning/planning-policy/development-plan/minerals-and-waste>

² Waste Local Plan for Berkshire (1998) - <https://www.bracknell-forest.gov.uk/planning-and-building-control/planning/planning-policy/development-plan/minerals-and-waste>

³ Slough Borough Council minerals and waste policy - <http://www.slough.gov.uk/council/strategies-plans-and-policies/minerals-and-waste.aspx>

⁴ Emerging West Berkshire Minerals and Waste Local Plan - <http://info.westberks.gov.uk/index.aspx?articleid=29081>

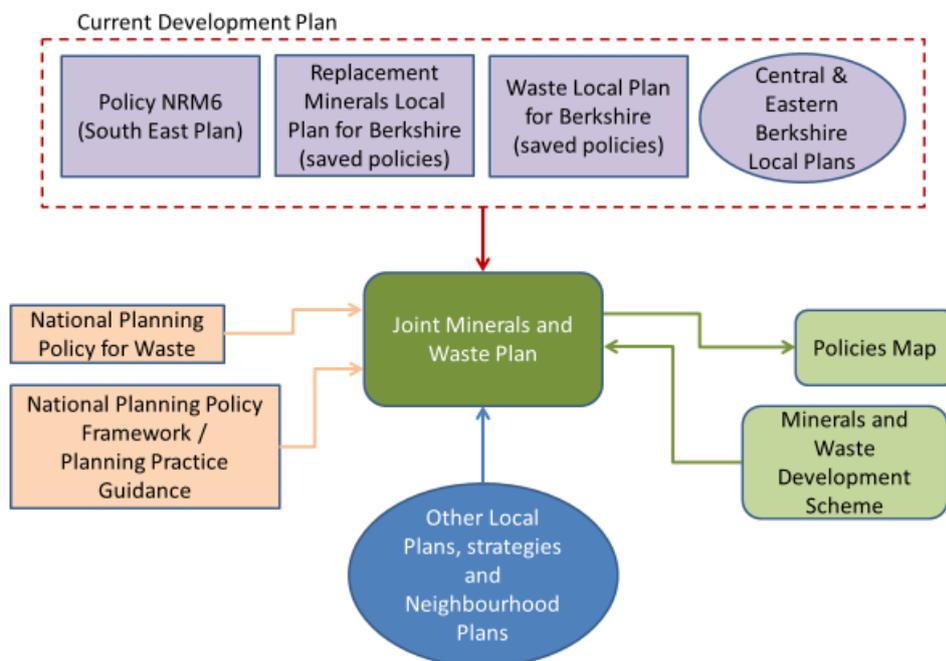
continue in order to plan for minerals and waste strategically and address any cross-border issues that may arise.

Preparing the Plan has involved engagement and collaboration with communities, local organisations, and businesses. Public consultation has been held for each stage of the plan-making process. This Proposed Submission consultation document follows a ‘Draft Plan’ consultation carried out in the summer / autumn of 2018 and two focused consultations held in 2019 and 2020. The feedback and responses from these consultations have informed the direction of the Proposed Submission Plan and accompanying Policies Map.

The Plan has also been prepared in cooperation with neighbouring authorities and other minerals and waste planning authorities that may be affected by the strategies and policies in the Plan. This has ensured that effective cooperation has been undertaken where there are cross-boundary impacts.

The Central & Eastern Berkshire – Joint Minerals & Waste Plan (JMWP) covers the period to 2036. This aligns the Plan with other Local Plans being developed by the authorities and meets the National Planning Policy Framework requirements (see Figure 1). The JMWP sets out the overarching strategy and planning policies for mineral extraction, importation and recycling, and the waste management of all waste streams that are generated or managed in Central and Eastern Berkshire.

Figure 1: Joint Mineral & Waste Plan related planning documents



The Proposed Submission stage

This stage includes the preparation of the Proposed Submission Plan and outlines the version that is intended to be submitted to the Secretary of State for independent examination. The Proposed Submission Plan identifies and sets out the following subjects for the period up to, and including, the year 2036:

- The long-term Spatial Vision and Strategic Objectives for minerals and waste in Central and Eastern Berkshire;
- The delivery strategy policies for minerals (M) and waste (W) planning that identifies how the objectives will be achieved through development policies in the plan period;
- The Development Management (DM) policies that will be used when the Local Planning Authorities make decisions on planning applications; and
- How each policy will be implemented and monitored by the Central & Eastern Berkshire Authorities to ensure their effectiveness.

The 'Draft Plan' Consultation in Summer 2018 was the initial version which set out the proposed approach. As a result of the responses received and consideration of local circumstances, the draft policies and proposed allocations were reviewed and amended. A summary report of the representations made at the Draft Plan stage is available on the Joint Minerals & Waste Plan consultation website:

www.hants.gov.uk/berksconsult.

Two further Regulation 18 consultations were carried out following the Draft Plan on specific issues. The first was a site-specific consultation in June 2019 on the Bray Quarry Extension site in the Royal Borough of Windsor & Maidenhead which was nominated in response to a further call for sites. In early 2020, a further consultation was carried out which included two nominated sites: one in Wokingham (Land west of Basingstoke Road) and one in the Royal Borough of Windsor and Maidenhead (Area between Horton Brook and Poyle Quarry), an Area of Search approach to sharp sand and gravel provision and Policy DM15 (Past Operator Performance). The summary reports of the representations made to both these consultations are available on the Joint Minerals & Waste Plan consultation website:

www.hants.gov.uk/berksconsult.

Making representations on this Proposed Submission Plan

We would like to hear from you in respect of your views on the 'soundness' (see below) and legal compliance of this Proposed Submission document and its accompanying material (Appendix C lists the accompanying material). Representations made on this Plan must refer to the tests of 'soundness' or they may not be considered by the Secretary of State.

Representations can be made on this Proposed Submission Plan from 3 September 2020 for a period of six weeks until 15 October 2020.

This document, the Sustainability Appraisal (incorporating Strategic Environmental Assessment) (SA/SEA) Environmental Report, Habitats Regulation Appropriate Assessment, Strategic Flood Risk Assessment and other supporting documentation, along with a Representations Form and a survey questionnaire, are all available to view and download from the Joint Minerals & Waste Plan consultation website: www.hants.gov.uk/berksconsult.

Soundness

The National Planning Policy Framework (NPPF) contains a series of tests which local plans are examined against to assess whether the plan has been produced in the right way and provides an effective planning framework for the area it covers. These ‘tests of soundness’ are set out as follows in the NPPF⁵:

- a) Positively prepared – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
- b) Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
- c) Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
- d) Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in this Framework.

The Plan will be examined against these tests of soundness (and legal compliance) and stakeholders are now asked to comment on whether the plan meets the tests or needs to be changed in some way to meet them.

The stages to come

Representations made on this Proposed Submission Plan, SA/SEA report and other relevant documentation will be compiled and submitted to the Secretary of State for independent examination.

⁵ National Planning Policy Framework (Para. 35) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

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1. Introduction

Status of the Plan

- 1.1 The Central and Eastern Berkshire - Joint Minerals & Waste Plan (JMWP) forms the land use planning strategy for minerals and waste development within the administrative area covered by the Central & Eastern Berkshire Authorities which are:
 - Bracknell Forest Council;
 - Reading Borough Council;
 - The Royal Borough of Windsor and Maidenhead; and
 - Wokingham Borough Council.
- 1.2 Together with the individually adopted Local Plans for each Authority and any other adopted or made Plans, the JMWP will form the development plan for the area. The Plan guides the level of minerals and waste development needed within Central and Eastern Berkshire and identifies where development should go. Proposals for minerals and waste developments will be considered against the policies contained in the Plan. The determination of non-minerals and waste applications by those Authorities (in terms of other matters such as housing) will also need to take the JMWP into consideration.
- 1.3 The detailed timescale for preparation of the Plan is set out in the Local Development Scheme (which is the formal programme for the plan preparation process) for each of the Authorities⁶. The JMWP is a Local Plan, supported by other development documents, such as the Statement of Community Involvement, for each Authority. The policies in this Plan will replace all previous Minerals and Waste Plan policies. The Plan period for the JMWP is up to 31 December 2036.
- 1.4 The Plan is being prepared in accordance with national legislation. It has also been prepared to be in general conformity with the National Planning Policy Framework (NPPF), National Planning Policy for Waste (NPPW) and the Waste Management Plan for England.

⁶ Bracknell Forest LDS - <http://democratic.bracknell-forest.gov.uk/documents/s130421/Revised%20Local%20Development%20Scheme%202019-2022%20Appendix%20A%2021012019%20Environment%20Portfolio%20Review%20Group.pdf>

Reading LDS - http://www.reading.gov.uk/media/1053/Local-Development-Scheme/pdf/Local_Development_Scheme_November_2016.pdf

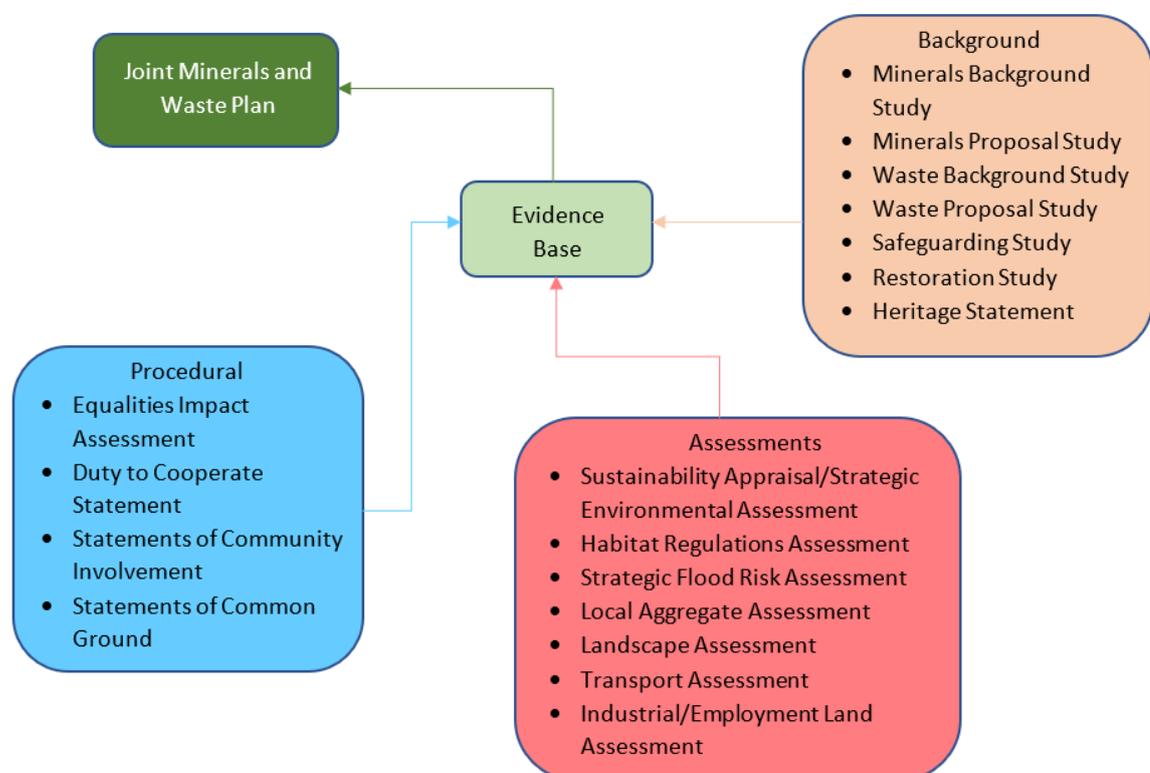
Windsor & Maidenhead LDS -

https://www3.rbwm.gov.uk/info/201025/emerging_plans_and_policies/1346/local_development_scheme

Wokingham LDS - <https://www.wokingham.gov.uk/planning-policy/planning-policy-information/local-plan-update/>

- 1.5 The JMWP only applies to the administrative area of the four unitary councils of Bracknell Forest, Reading, Windsor and Maidenhead, and Wokingham. The West Berkshire and Slough unitary authorities are preparing their own Local Plans.
- 1.6 Annual monitoring will review the effectiveness of the adopted Plan and its policies. Monitoring issues, indicators and triggers accompany each of the policies in this Proposed Submission Plan.
- 1.7 The preparation of the Plan provides the opportunity to develop a new spatial strategy for minerals and waste planning in Central and Eastern Berkshire. At the same time, it allows for changes and adjustments to be made in the planning approach in order to reflect new legislation and other developments since adoption of its predecessors.
- 1.8 The evidence base for the Plan (see Figure 2) includes the Minerals Background Study and the Waste Background Study which set out the requirements for mineral supply and waste management provision, presented in this Plan (see Appendix C).

Figure 2: Joint Minerals & Waste Plan Evidence Base



Links with Legislation, Other Policies and Strategies

National Planning Policy

1.9 The Joint Minerals & Waste Plan will need to accord with current planning policy and guidance on minerals and waste. The National Planning Policy Framework (NPPF) was published in 2012 with the accompanying National Planning Practice Guidance⁷ launched in 2014 as a live document, updated as necessary by the Government. The NPPF was subsequently revised in 2018 and 2019⁸. The Waste Management Plan for England⁹ was published in December 2013, followed by the National Planning Policy for Waste¹⁰ which was published in October 2014. The 25 Year Environment Plan¹¹ was published in 2018 and sets out Government action to help the natural world regain and retain good health. A Resources and Waste Strategy for England was also published in December 2018¹². The Strategy seeks to preserve material resources by minimising waste, promoting resource efficiency, and encouraging a move towards a circular economy.

1.10 A 'Duty to Cooperate'¹³ was introduced by the Localism Act and Regulations in 2011 to encourage local planning authorities to address issues which have impacts beyond their administrative boundaries. The approach being taken by the Central & Eastern Berkshire Authorities recognises that minerals and waste issues require a strategic cross-boundary approach. Beyond this, it is necessary to demonstrate on-going, constructive, and active engagement with other neighbouring councils and certain organisations that are concerned with sustainable development. Where necessary, Statements of Common Ground and position statements have been prepared to outline the relationship with relevant bodies in terms of minerals and waste movements.

1.11 To demonstrate how this duty has been addressed, a Duty to Cooperate Statement¹⁴ accompanies this consultation document. The Statement shows

⁷ Planning Practice Guidance - <http://planningguidance.communities.gov.uk/>

⁸ National Planning policy Framework - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

⁹ Waste Management Plan for England - <https://www.gov.uk/government/publications/waste-management-plan-for-england>

¹⁰ National Planning Policy for Waste - <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

¹¹ The 25 Year Environment Plan, 2018 - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/693158/25-year-environment-plan.pdf

¹² Our Waste, our Resources: A Strategy for England - <https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

¹³ Localism Act 2011 - <http://www.legislation.gov.uk/ukpga/2011/20/section/110/enacted>

¹⁴ Duty to Cooperate Statement (July 2020) – www.hants.gov.uk/berksconsult

who the authorities have cooperated with, the matters discussed, and when and where meetings have taken place to discuss sustainable development and strategic policies to achieve this.

Regional Planning Policy

1.12 The South East Plan was partially revoked on 25 March 2013. Policy NRM6, which deals with the Thames Basin Heaths Special Protection Area, remains in place as a saved policy¹⁵ and is relevant to the Plan area.

Local Plans

1.13 Each of the Central & Eastern Berkshire Authorities will continue to prepare its own Local Plan, which will focus on the areas of planning that are not related to minerals and waste. They include the following:

- Bracknell Forest Local Plan¹⁶;
- New Local Plan for Reading¹⁷;
- Borough Local Plan for Windsor and Maidenhead¹⁸; and the
- Local Plan Update for Wokingham¹⁹.

Strategies

1.14 A Statement of Community Involvement (SCI) sets out the approach for involving the community in the preparation, alteration and continuing review of all development plan documents, and in publicising and dealing with planning applications. Each of the Central & Eastern Berkshire Authorities has adopted its own Statement of Community Involvement²⁰. They are as follows:

- Bracknell Forest SCI (adopted 2014)²¹;
- Reading SCI (adopted 2014)²²;

¹⁵ Natural Resource Management (NRM6) - <http://www.bracknell-forest.gov.uk/south-east-plan-policy-nrm6.pdf>

¹⁶ Comprehensive Local Plan for Bracknell - <http://www.bracknell-forest.gov.uk/comprehensivelocalplan>

¹⁷ New Local Plan for Reading - <http://www.reading.gov.uk/newlocalplan>

¹⁸ Borough Local Plan for Windsor and Maidenhead - https://www3.rbwm.gov.uk/info/201026/borough_local_plan/1351/submission/1

¹⁹ Local Plan Update for Wokingham - <http://www.wokingham.gov.uk/planning-policy/planning-policy-information/local-plan-update/>

²⁰ Please note that temporary updates are being undertaken by the Berkshire Authorities in response to the 2020 Cov-19 national emergency.

²¹ Bracknell Forest Council. Statement of Community Involvement 2014 - <https://www.bracknell-forest.gov.uk/sites/default/files/documents/statement-of-community-involvement-2014.pdf>

²² Reading Borough Council. Statement of Community Involvement 2014 - <http://www.reading.gov.uk/media/1051/Statement-of-Community-Involvement-Adopted-March-2014/pdf/Statement-Of-Community-Involvement-Mar14.pdf>

- Windsor and Maidenhead SCI (adopted 2016)²³; and
- Wokingham SCI (adopted 2019)²⁴.

1.15 A Climate Change Action Plan sets out the strategy and policies for a Council's response to climate change. Three of the Central & Eastern Berkshire Authorities have adopted or approved their own Climate Change Action Plans. They are as follows:

- Bracknell Forest Council (adopted 2013, updated 2016)²⁵;
- Reading Climate Change Strategy 2013-2020 (Second strategy adopted 2014)²⁶ (production of the third commenced in 2019);
- Wokingham (high-level) Action Plan (2020)²⁷.

1.16 Central and Eastern Berkshire is located within the Thames Valley Berkshire Local Enterprise Partnership (LEP) area. The Thames Valley Berkshire LEP has produced a Strategic Economic Plan²⁸ which outlines the proposed strategic plan for implementing national economic growth and needs to be taken into consideration.

1.17 Figure 3 shows how waste is considered in the plans and strategies which cover the Plan area. While all three types of plan contribute to sustainable waste management, the Waste Strategy considers municipal collection and waste disposal, the Local Plan looks at the uses for employment land (including waste minimisation and reuse) and the JMWP looks at land use for waste management purposes (recycling, recovery and disposal).

²³ Royal Borough of Windsor and Maidenhead. Statement of Community Involvement 2016 -

https://www3.rbwm.gov.uk/info/200209/planning_policy/460/statement_of_community_involvement/1

²⁴Wokingham Borough Council. Statement of Community Involvement 2019 -

<http://www.wokingham.gov.uk/planning-policy/planning-policy-information/planning-policy-consultations/>

²⁵ Bracknell Forest Council Climate Change Action Plan 2016 - [https://www.bracknell-](https://www.bracknell-forest.gov.uk/sites/default/files/documents/climate-change-action-plan.pdf)

[forest.gov.uk/sites/default/files/documents/climate-change-action-plan.pdf](https://www.bracknell-forest.gov.uk/sites/default/files/documents/climate-change-action-plan.pdf)

²⁶Reading Climate Change Strategy 2013-2020 (Second strategy adopted 2014) -

<https://www.reading.gov.uk/media/1232/Climate-Change-Strategy/pdf/Climate-Change-Strategy.pdf>

²⁷ Wokingham Climate Emergency - [https://www.wokingham.gov.uk/council-and-meetings/open-](https://www.wokingham.gov.uk/council-and-meetings/open-data/climate-emergency/)

[data/climate-emergency/](https://www.wokingham.gov.uk/council-and-meetings/open-data/climate-emergency/)

²⁸ Strategic Economic Plan -

[http://thamesvalleyberkshire.co.uk/Portals/0/FileStore/StrategicEconomicPlan/TVB%20SEP%20-](http://thamesvalleyberkshire.co.uk/Portals/0/FileStore/StrategicEconomicPlan/TVB%20SEP%20-%20Strategy.pdf)

[%20Strategy.pdf](http://thamesvalleyberkshire.co.uk/Portals/0/FileStore/StrategicEconomicPlan/TVB%20SEP%20-%20Strategy.pdf)

Figure 3 - Relationship between the different plans



Assessment of the Local Plan

1.18 In line with European Directives, this Plan has been subject to the following statutory assessments throughout its preparation:

- Strategic Environmental Assessment (incorporated into the Sustainability Appraisal); and
- Habitats Regulation Assessment.

1.19 In compliance with National policy, this Plan is also subject to Strategic Flood Risk Assessment.

Local Plan Monitoring & Review

1.20 The NPPF²⁹ requires that Local Plans are reviewed at least every five years from the year of adoption in order to take into account changing circumstances to the local area and national policy. The review should decide whether the policies need updating and if not, the reasons for this decision must be published.

²⁹ National Planning Policy Framework (Para. 33) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

1.21 Each of the policies contained within the Plan have associated monitoring indicators to measure their effectiveness, and thresholds for when a policy should be reviewed. These thresholds may relate to a breach over a 5-year period or less. The monitoring information will be collated and reported annually. In addition to monitoring how each of the policies is performing, it will also be necessary to consider the inter-relation of the policies to order to measure the effectiveness of the policies to mitigate and adapt to the effects of climate change.

2. Background and Context

The Central and Eastern Berkshire Context

- 2.1 The Central & Eastern Berkshire Authorities have a combined population of around 600,000, split relatively evenly between the four authorities. Spatially the degree of urbanisation increases from west to east, with the main centres of population and commercial activity located around the centres of Reading, Bracknell and Maidenhead.
- 2.2 With regards to individual authorities, Reading has a significantly greater population density than the other areas at around 4,000 people per square kilometre. The population pyramid for each of the authorities' mirrors that of the UK as a whole, with the most significant difference in Reading where the increase in the 20 years bracket reflects the prominence of educational facilities, specifically Reading University and the retention of young professionals within the borough.
- 2.3 Superimposed on this dense pattern of land use is the significant area of London's Metropolitan Green Belt which covers areas of the Bracknell Forest, Wokingham and Windsor and Maidenhead Council areas. Within this area of Green Belt, new development is tightly controlled in order to prevent the outward sprawl of London.
- 2.4 The Green Belt designation imposes significant constraints in the eastern part of the Plan area, where there is the highest demand for waste management facilities to deal with waste arisings from the main centres of population and economic activity.

The role of minerals in supporting economic growth

- 2.5 Minerals are an important element both in the national economy and that of the Plan area. Their exploitation can make a significant contribution to economic prosperity and quality of life. The maintenance of a buoyant economy, the improvement and development of infrastructure and maintenance of the building stock all require an adequate supply of construction minerals known as aggregates.
- 2.6 Minerals development is a key part of the wider economy. The location and type of minerals development can lead to local economic benefits, through the supply of a local resource to development projects and the provision of local employment.
- 2.7 Mineral production is influenced by economic factors, in terms of operators wishing to extract based upon the market demand for these mineral resources.

The demand for mineral resources will be determined by the action of the market and macro-economic forces that are beyond the remit of the minerals planning authority to influence.

- 2.8 The performance of the economy is constantly changing, and the activities of the minerals industry could give rise to temporary and reversible effects (in that shortages of local supply could have implications for the timing and cost of physical development but would be unlikely to prevent it from going ahead altogether).
- 2.9 The aggregates industry is important to the Plan area's economy because of its role alongside the construction sector in enabling the physical development including major infrastructure projects that are vital for economic growth and development. Central and Eastern Berkshire as well as surrounding areas are subject to major growth pressures which will need to be supported by the aggregates industry, but this will also need to be balanced with protecting the quality of the local environment and communities.

The importance of planning for aggregates

- 2.10 The mineral of more than local significance in Central and Eastern Berkshire is gravel and sharp sand. National Planning Practice Guidance³⁰ outlines how aggregate supply should be managed nationally through the Managed Aggregate Supply System (MASS) which seeks to ensure a steady and adequate supply of aggregate whilst taking into account the geographical imbalances in terms of both need and the geological occurrence of appropriate resources. MASS requires mineral planning authorities to make an appropriate contribution nationally as well as locally whilst controlling environmental damage to an acceptable level.
- 2.11 Owing to the obligations under the NPPF and more specifically MASS, there is a requirement for the Central & Eastern Berkshire Authorities to enable provision of this mineral as best they can.

The importance of planning for Waste

- 2.12 If left unmanaged waste can have a number of environmental, amenity and health impacts that are undesirable. Waste is comprised of considerable resources, which will have been used when producing the original object. With appropriate technologies, many of these resources can be retrieved and used again, thereby reducing the need for raw materials. As such, an array of

³⁰ Planning Practice Guidance (Paragraph: 060 Reference ID: 27-060-20140306) - <https://www.gov.uk/guidance/minerals>

legislation exists to control how waste is managed and national policy seeks to improve the sustainability of waste management.

2.13 There are a variety of waste management facilities and technologies. Each has different locational requirements and range of potential impacts. The planning regime can help to identify suitable sites for waste management but also manage these impacts. Therefore, the Joint Minerals & Waste Plan should not only determine the amount and type of waste management facilities whilst driving waste up the 'waste hierarchy', but also enable waste development in appropriate locations.

3. Spatial Vision for Minerals and Waste

- 3.1 The Joint Minerals & Waste Plan will cover the period up to 2036 to align with Local Plans the Central & Eastern Berkshire Authorities are producing.
- 3.2 The Vision, Strategic Plan Objectives and Spatial Strategy principles have been prepared to be consistent with National Policy principles and fit with the other Local Plans within Central and Eastern Berkshire.

Vision

- 3.3 The Vision shapes the overall direction of the Central and Eastern Berkshire - Joint Minerals & Waste Plan. The area covered by the Plan will continue to experience significant growth in the period up to 2036. The Vision must, therefore, recognise the balance to be struck between making provision for minerals and waste developments to meet future requirements and ensuring that such developments seek social, environmental and economic gains.
- 3.4 The focus of the Vision is on ensuring a sufficient supply of minerals based on the principles of sustainable development. The Joint Minerals & Waste Plan will strive to ensure that minerals are available at the right time and in the right locations to support levels of growth in terms of new housing, commercial, industrial development and essential infrastructure; and that waste is managed near to where it is produced and in accordance with the waste hierarchy. The Joint Minerals & Waste Plan will seek to provide for future minerals and waste needs; conserve local resources; maximise the treatment of waste as a potential resource; provide local jobs; and protect and improve the environment. The Plan recognises the urgency required to tackle climate change and will proportionately contribute to the climate change response.
- 3.5 The following is the Vision for the Joint Minerals & Waste Plan:

Vision for Central & Eastern Berkshire

In recognition of the importance of the area as a source of minerals, the Central & Eastern Berkshire Authorities will aim to ensure the maintenance of a steady and adequate supply of minerals, whilst maximising the contribution that minerals development can bring to local communities, the economy and the natural and historic environment.

Waste will be managed in a sustainable way, in accordance with the waste hierarchy. The Authorities will work in collaboration with others to ensure the best environmental solutions to waste management are delivered.

The Plan will also ensure that the full extent of social, economic and environmental benefits of minerals and waste development are captured, contributing to Central and Eastern Berkshire's economic activity and enhancing the quality of life and living standards within the area. These benefits will be achieved, whilst minimising impacts on the natural and historic environment and positively contributing to climate change adaptation and mitigation.

Strategic Plan Objectives

- 3.6 The purpose of the strategic objectives are to assist in the delivery of the Spatial Vision and provides the context and overall direction of the Plan. The Strategic Plan Objectives are to:
- 1) Strike a balance between the demand for mineral resources, waste treatment and disposal facilities and the need to protect the quality of life for communities, the economy and the improving and enhancing the quality and diversity of environmental assets, by protecting the natural and historic environment and local communities from negative impacts;
 - 2) Protect community health, safety and amenity in particular by managing traffic impacts, minimising the risk from flooding and reduction in water quality, ensuring sustainable, high quality and sensitive design and layout, sustainable construction methods, good working practices and imposing adequate separation of minerals and waste development from residents by providing appropriate screening and/or landscaping and other environmental protection measures;
 - 3) Ensure minerals and waste development makes a positive contribution to the local and wider environment, and biodiversity, through the protection and creation of high quality, resilient habitats and ecological networks and landscapes that provide opportunities for enhanced biodiversity and geodiversity and contribute to the high quality of life for present and future generations;
 - 4) Help mitigate the causes of, and adapt to, climate change by; positive design of development; developing appropriate restoration of mineral workings; prioritising movement of waste up the waste hierarchy; reducing the reliance on landfill; maximising opportunities for the re-use and recycling of waste; and facilitating new technologies to maximise the renewable energy potential of waste as a resource;

- 5) Encourage engagement between developers, site operators and communities so there is an understanding of respective needs.
- 6) Ensure the restoration of mineral sites is suitably addressed at the beginning of the proposal to enable progressive restoration in order to maximise environmental gains and benefits to the quality of life of local communities through appropriate after uses that reflect local circumstance and landscape linkages;
- 7) Support continued economic growth in Central and Eastern Berkshire, as well as neighbouring economies by helping to deliver a steady and adequate supply of environmentally acceptable primary minerals and mineral-related products to enable new development and key infrastructure projects locally through safeguarding mineral resources and allocating key sites;
- 8) Protect key mineral resources from the unnecessary sterilisation by other forms of development, and safeguarding existing minerals and waste infrastructure, to ensure a steady and adequate supply of minerals and provision of waste management facilities in the future;
- 9) Safeguard facilities for the movement of minerals and waste by rail and encouraging the use of other non-road modes where these are available and more sustainable;
- 10) Ensure sufficient primary aggregate is supplied to the construction industry from appropriately located and environmentally acceptable sources achieving a net reduction in 'mineral miles'.
- 11) Enable the production and encourage use of good quality secondary and recycled aggregates, having regard to the principles of sustainable development;
- 12) Drive waste treatment higher up the waste hierarchy and specifically to increase the re-use, recycling and recovery of materials, whilst minimising the quantities of residual waste requiring final disposal;
- 13) Encourage a zero waste economy whereby landfill is virtually eliminated (excluding inert materials) by providing for increased recycling and waste recovery facilities including energy recovery; and
- 14) Achieve a net reduction in 'waste miles' by delivering adequate capacity for managing waste as near as possible to where it is produced.

Spatial Strategy

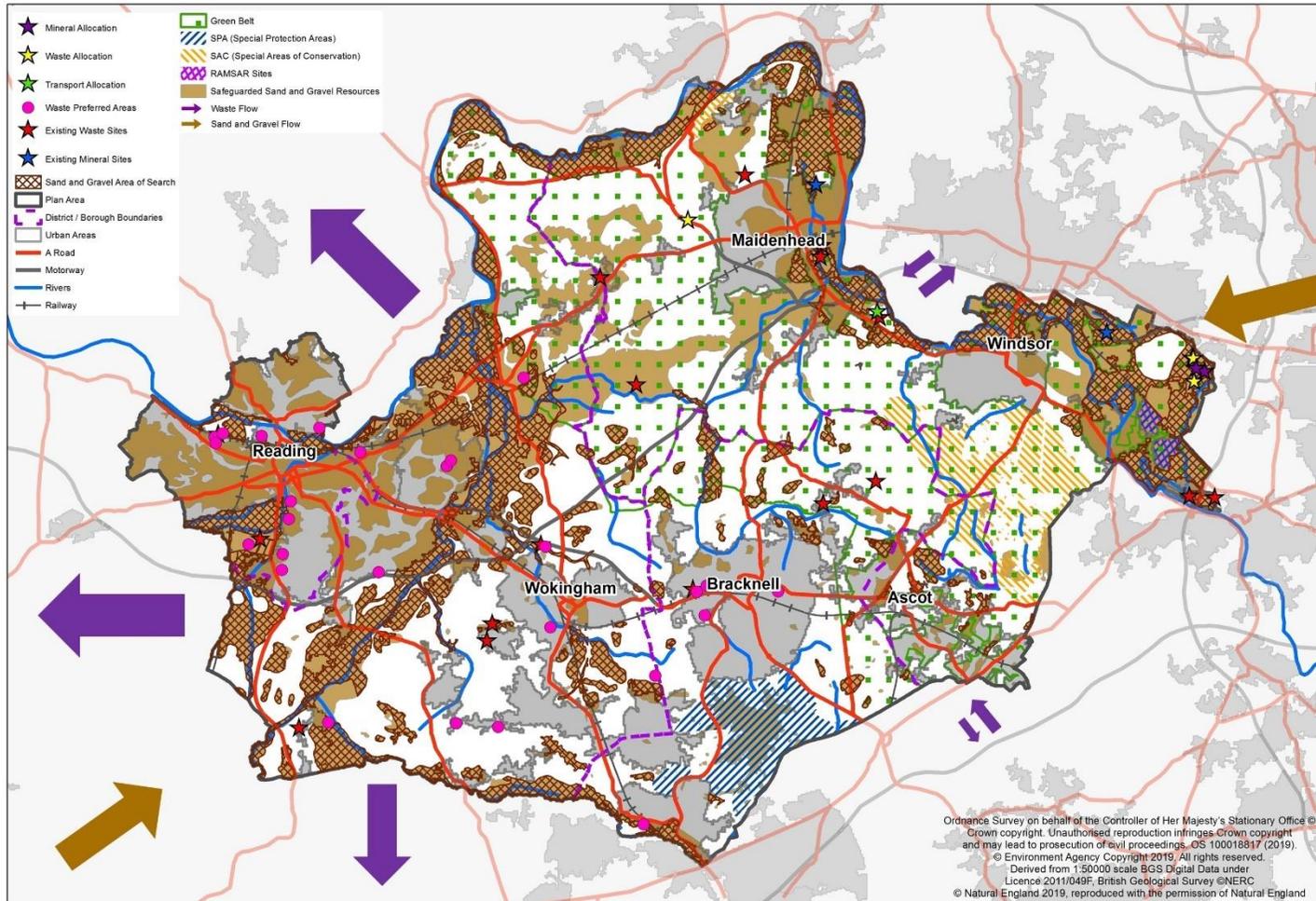
- 3.7 The Central & Eastern Berkshire Authorities have, and will continue to, work collaboratively with other bodies and partners³¹. This will ensure that strategic priorities across local boundaries are, and will continue to be, properly coordinated and clearly reflected in this Plan, any subsequent review of this Plan, and other individual Local Plans.
- 3.8 The spatial context in which this Plan is set is outlined in the Key Diagram (see Section 4). This includes the existing minerals and waste sites that are already contributing to mineral supply and waste management within the Plan area. The existing movements of minerals and waste (both imports and exports) are shown which highlights the strategic nature of these requirements. In addition, an Area of Search is outlined which demonstrates the potential locations for future sand and gravel proposals.
- 3.9 The Vision, Objectives and Spatial Strategy are delivered by the policies in this Plan. As the Plan is a joint plan between four different authorities, and the policies make provision for minerals, waste, conservation, and climate change mitigation and adaptation, all the policies are considered strategic.
- 3.10 Central and Eastern Berkshire is characterised by both its urban and rural nature, with the key towns of Reading, Wokingham, Bracknell, Windsor and Maidenhead, alongside large areas of countryside with smaller settlements and villages. It is also crisscrossed by significant transport corridor routes in the form of the M4, A33, A404, A329(M), A322 and the Great Western Mainline rail route from Bristol Temple Meads to London Paddington, the Windsor Lines and the Waterloo-Reading line (see Figure 4). The Plan area is also characterised by its extensive network of water courses including rivers which are used by leisure users but could provide opportunities for more sustainable transportation of materials.

³¹ Duty to Cooperate Statement (July 2020) – www.hants.gov.uk/berksconsult

- 3.14 The unitary authorities of Bracknell Forest, Windsor and Maidenhead, and Wokingham are also characterised by a considerable area of Green Belt, which covers large areas of these authorities outside of the existing built up area. The Plan area also benefits from a rich natural and historic environment with prominent features such as Windsor Castle and Great Park.
- 3.15 In addition, a steady, adequate supply of aggregate will be required to support the drive for increased housebuilding in the area as well as supporting infrastructure such as roads, schools, and commercial premises. These future projects will also impact future waste management requirements through increased numbers of households and businesses as well as the associated production of construction wastes.
- 3.16 The Spatial Strategy, in delivering the Vision and Objectives of the Plan, is based on a number of principles. These principles form the basis of sustainable development, and the delivery aspect of the Plan, such as site allocations, must adhere to these principles:
- i. Respond to the needs of communities and the economy by taking decisions that account for future generations, whilst enhancing the quality of life, health and wellbeing and living conditions of today's residents;
 - ii. Promote the sustainable management of mineral resources;
 - iii. Ensure the efficient use of materials and promote the sustainable use and disposal of resources, particularly recycled and secondary aggregates, while mitigating and adapting to climate change;
 - iv. Protect the environment and the character of localities by maintaining/improving the natural and historic environment of the area, mitigating the effect of new development on the environment;
 - v. Maintain the distinct and separate identity of the area's settlements;
 - vi. Maintain and enhance supporting infrastructure, including roads and railways;
 - vii. Deliver minerals and waste infrastructure in locations that are appropriate and meet the needs of the community;
 - viii. Limit minerals and waste development in those areas at most risk of flooding and pollution, making the development safe through mitigation without increasing flood risk elsewhere if necessary;
 - ix. Protect important areas for biodiversity, landscape and heritage from unacceptable forms of development;
 - x. Ensure development is of high-quality design which is in keeping with the area; and
 - xi. Take account of the public's views following consultation and engagement in the context of national planning policies.

4. Key Diagram

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5. Development Management Policies

- 5.1 The following Development Management (DM) policies address a range of subjects relevant to minerals and waste developments in Central and Eastern Berkshire. Together with the minerals (M) and waste (W) policies, they form a robust framework for the determination of minerals and waste applications. These policies should also be considered in the context of the wider Development Plan³² where the proposal is situated. All policies include an explanation of the existing situation, supporting text regarding the policy and details on how the policy would be implemented and monitored.
- 5.2 It is important that all minerals and waste developments are designed to minimise the impact upon the environment and local communities within Central and Eastern Berkshire.

³² The Development Plan includes the Local Plan for the relevant area.

Sustainable Development

- 5.3 The National Planning Policy Framework (NPPF) requires local plans to support the presumption in favour of sustainable development. Accordingly, any development that conforms to the policies in this Plan is deemed sustainable and should be progressed without delay by the relevant planning authority.

Policy DM1

Sustainable Development

1. The Central & Eastern Berkshire Authorities will take a positive approach to minerals and waste development that reflects the presumption in favour of sustainable development contained within the National Planning Policy Framework (NPPF) and the associated Planning Practice Guidance. The authorities will seek to work proactively with applicants to find solutions to secure development that improves the economic, social and environmental conditions of the Plan area.
2. The policies in this Plan are to be regarded as a whole and proposals will be expected to conform to all relevant policies in the Plan.
3. Minerals and waste development that conforms with all the relevant policies in this Plan will be approved, unless material considerations indicate otherwise.

Implementation

- 5.4 Development management will be the main, but not the only, means by which the Plan will deliver sustainable minerals and waste development in Central and Eastern Berkshire. The Plan is largely delivered through the determination of minerals and waste planning applications and through the implementation of policies in this Plan. The approach will be focused on problem solving and seeking quality outcomes. Accordingly, when dealing with applications, the relevant planning authority will:
- Make timely decisions within the required timeframes;
 - Promote pre-application discussions between minerals and waste developers, the determining authority, statutory consultees and other consultees, as appropriate;
 - Ensure appropriate and proportionate information is submitted;
 - Request that statutory consultees provide timely advice;
 - Give due weight to this Plan in the context of the overall Development Plan when making decisions on minerals and waste development;
 - Impose appropriate controls on development through conditions;

- Monitor all minerals and waste development proportionate to its potential risk and take appropriate compliance measures, including enforcement action when unauthorised development takes place; and,
- Encourage community engagement on minerals and waste development proposals, as appropriate, to ensure the community can examine development proposals and engage with interested parties. Community engagement is relevant to minerals and waste development at all stages of the planning process, including pre-application and post submission, as well as during development monitoring.

5.5 Minerals and waste developments are often able to provide economic and social improvements by contributing to the economy and providing job opportunities, but the specific contribution of each proposal will need to be assessed. Environmental improvements will be assessed by considering whether the development provides environmental net gain. It will be expected that minerals and waste developments provide environmental net gain, taking account of the mitigation hierarchy. The NPPF removes the presumption in favour of sustainable development where a plan or project is likely to have a significant effect on a European protected site or Ramsar site (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the site.

5.6 In making any planning decision the relevant authority will have to make a judgement as to the weight they give to the various elements of the Development Plan including the Joint Minerals and Waste Plan as well as other material considerations and conclude whether on the balance of evidence a development is sustainable and if it should be granted planning permission. This is particularly the case where a proposal does not conform with one or more policies in the Plan and there will need to justify doing so.

5.7 The effectiveness of the Joint Minerals & Waste Plan will be monitored against the relevant indicators and reported annually. The Plan will be reviewed within five years of adoption to determine whether an update of the Plan will be required.

Monitoring

5.8 Monitoring Indicators

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Planning performance	60% of planning applications decided within 13 weeks (excluding those subject to an Environmental Impact Assessment (EIA) or a Planning Performance Agreement or other agreed extension of time).	Percentage of applications < 60%. Breach over 3 successive years.
Plan conformity	Permissions not in accordance with the Plan.	Number of permissions not in accordance with the Plan > 0

Climate Change – Mitigation and Adaptation

- 5.9 The urgency required to tackle climate change has been recognised by the Central & Eastern Berkshire Authorities through their declaration of a climate emergency³³ and/or the preparation of challenging Action Plans to reduce carbon emissions³⁴.
- 5.10 It is a national planning objective that planning plays a key role in helping to shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and improving resilience; encouraging the reuse of existing resources, including the conversion of existing buildings; and supporting the delivery of renewable and low carbon energy and associated infrastructure³⁵.
- 5.11 National planning policy also states that 'local planning authorities should adopt proactive strategies to mitigate and adapt to climate change'³⁶. This should include taking account of the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes as well as the risk of overheating from rising temperatures³⁷.

Policy DM2

Climate Change – Mitigation and Adaptation

1. Minerals and waste development will be supported that:
 - a. contributes towards mitigating the causes of climate change by:
 - i. Being located and designed to encourage the sustainable use of resources; and
 - ii. Helping to reduce greenhouse gas emissions; and/or
 - iii. Facilitating low carbon technologies; and
 - b. reduces vulnerability and provides resilience to the impacts of climate change through location and design and the incorporation of adaptation measures.

2. Minerals and waste development proposals will be supported by a Climate Change Assessment which demonstrates how these opportunities have been considered, and where possible, incorporated.

³³ Declarations of Climate Change Emergencies: Reading BC – 26 Feb 2019, RBWM – 26 June 2019 and Wokingham BC – 18 July 2019.

³⁴ Bracknell Forest commitment to update Climate Change Action Plan – 17 July 2019

³⁵ National Planning Policy Framework (Para. 148):

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

³⁶ National Planning Policy Framework (Para. 149)

³⁷ National Planning Policy Framework (Para. 149)

Implementation

5.10 Minerals and waste development can provide opportunities to mitigate and adapt to the effects of climate change, including:

- Reduction in greenhouse gas emissions through diverting biodegradable waste from landfill;
- Generation of renewable energy from energy recovery facilities;
- More sustainable use of resources through the use of recycled and secondary aggregates in construction;
- Appropriate restoration of quarries and landfill sites;
- Supplying aggregates for use in flood defences;
- opportunities for increasing floodplain storage when sites are restored; and,
- The location of development adjacent to local markets which may provide opportunities to reduce emissions from or created by transport.

5.11 In this instance resilience means capacity for the environment to respond to such changes by resisting damage caused by climate change and, where damage does occur, recovering quickly. This can be achieved by maintaining a robust and varied network of natural environments which will allow natural processes to change and adapt.

5.12 The Climate Change Assessment should include how the development proposal encourages the wider sustainable use of resources and how the development itself makes efficient use of resources (e.g. through sustainable construction techniques, the use of renewable energy and design that minimises resource and energy use).

5.13 The Climate Change Assessment must also outline:

- the current carbon baseline at the site;
- the method for measuring carbon emissions associated with the development for the total life of the proposal (including restoration); and
- a commitment to supply the data to the relevant Authority for reporting in the Authority Monitoring Report.

5.14 The following policies support the mitigation and adaptation of Climate Change and will need to be taken into account as part of the Climate Change Assessment:

- Policy DM8: Restoration of Minerals and Waste Developments;
- Policy DM9: Protecting Public Health, Safety and Amenity;
- Policy DM10: Flood Risk;
- Policy DM11: Sustainable Transport Movements; and

- Policy DM12: High Quality Design of Minerals and Waste Development.

Monitoring

5.15 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Climate change.	Planning permissions granted which do not: <ul style="list-style-type: none"> • divert waste from landfill; • generate renewable energy; or • use recycled or secondary aggregate; or • provide resilient restoration schemes; or • provide for flood defence or water storage; or • include measures to support and promote sustainable transport. Carbon emission monitoring data for minerals and waste development.	Number of permissions > 0 A total increase in carbon emissions from baseline levels reported from minerals and waste developments, subject to monitoring requirements, over 5-year period.

5.16 The Plan seeks to reduce emissions as required by the Climate Change Act 2008, but it is not possible to monitor the effectiveness of this on existing minerals and waste operations until baseline and monitoring data is available.

Protection of Habitats and Species

- 5.17 Central and Eastern Berkshire supports a wide range of landscapes and habitats that play an important role in supporting a variety of flora and fauna, including internationally and nationally important wildlife areas, and rare and declining species. These habitats and their associated species form a vital component of the area's natural capital from which communities derive significant benefit.
- 5.18 The Central & Eastern Berkshire Authorities will provide net gain for biodiversity as a result of development and will give regard to the implications of climate change to ensure that habitats are sufficiently protected and enhanced to support resilience to such changes, such as the creation of coherent ecological networks. Net gain will be measured using appropriate metrics such as Defra's proposed biodiversity metric³⁸.
- 5.19 National planning policy protects biodiversity overall, as well as important habitats and species, requiring local authorities to 'distinguish between the hierarchy of international, national and locally designated sites; allocate land with the least environmental or amenity value' and 'take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries'³⁹.
- 5.20 The Environment Act⁴⁰ requires that development achieves at least a 10% net gain in value for biodiversity and that developers must submit a 'biodiversity gain plan' with a planning application. Furthermore, the Act requires that Local Nature Recovery Strategies (LNRS) to be prepared by locally appointed 'responsible authorities'⁴¹ to guide delivery of biodiversity net gain and other nature recovery measures by helping developers and planning authorities avoid the most valuable existing habitat and focus habitat creation or improvement where it will achieve the greatest benefit.
- 5.21 Bracknell Forest and Windsor & Maidenhead both have sites of international importance including Thames Basin Heaths Special Protection Area (SPA), Chiltern Beechwoods Special Area of Conservation (SAC), South West London Waterbodies SPA and Ramsar as well as the Windsor Forest and Great Park SAC which crosses both authorities. Further internationally important sites are within 10km of the plan boundaries.

³⁸ Net Gain consultation proposals (Defra, December 2018) - https://consult.defra.gov.uk/land-use/net-gain/supporting_documents/netgainconsultationdocument.pdf

³⁹ National Planning Policy Framework 2019 (Para. 171)

⁴⁰ Environment Bill currently going through Parliament

⁴¹ LNRS area boundaries and 'responsible authorities' are yet to be determined by the Secretary of State

5.22 There are a number of nationally important Sites of Special Scientific Interest (SSSI) across the Plan area and all European Protected sites are also designated SSSI. Locally important sites, such as Local Wildlife Sites, are also designated in recognition of their significance at the local level but do not normally carry the same level of protection as internationally or nationally designated sites.

5.23 Central and Eastern Berkshire's network of green infrastructure includes an important and extensive network of wildlife rich water courses, including rivers and streams and their corridors ('blue infrastructure'). This component of the area's natural capital provides important linear features and ecological linkages that support the migration of important species.

Policy DM3

Protection of Habitats and Species

1. Minerals and waste development that will contribute to the conservation, restoration and enhancement of biodiversity through the securing of at least 10% measurable net gain in biodiversity value will be permitted.
2. Development that is likely to result in a significant effect, either alone or in combination, on internationally designated sites including Special Protection Areas, Special Areas of Conservation, Ramsar sites; sites identified, or required, as compensatory measures for adverse effects on such sites; and European Protected Species, will need to satisfy the requirements of the Habitats Regulations.
3. The following sites, habitats and species will be protected and enhanced in accordance with the level of their relative importance:
 - a) Nationally designated sites including Sites of Special Scientific Interest and National Nature Reserves, and nationally protected species;
 - b) Irreplaceable habitats (such as ancient woodland and ancient or veteran trees).
 - c) Locally designated sites including Local Wildlife Sites, and Local Nature Reserves;
 - d) Habitats and species of principal importance;
 - e) Priority habitats and species listed in the national and local Biodiversity Action Plans;
 - f) Trees, woodlands, and hedgerows; and
 - g) Features of the landscape that function as 'stepping stones' or form part of a wider network of features by virtue of a coherent ecological structure or function, or importance in the migration, dispersal and genetic exchange of wild species.
4. Development likely to result in the loss, harm or deterioration of the above sites, habitats and species will only be permitted where it can be demonstrated:
 - a. For Sites of Special Scientific Interest that the benefits of the development clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of such sites;
 - b. For irreplaceable habitats that there are wholly exceptional reasons for the development and a suitable compensation strategy exists;
 - c. For those listed in c – g of paragraph 3, in proportion to their relative importance (alone or as part of a wider network), where loss, harm or deterioration to biodiversity cannot be avoided through locating on an alternative site with less harmful impacts, adequate mitigation, or, as a last resort, compensation is provided.

Implementation

- 5.21 Internationally protected sites will be given the statutory protection set out in the Conservation of Habitats and Species Regulations 2017, and development that is likely to result in a significant effect, either alone or in combination, will need to satisfy the requirements of the Regulations through project level assessments; proposals likely to result in adverse effects, after avoidance and mitigation measures have been accounted for, will not be permitted.
- 5.22 Development which is likely to have an adverse impact upon European Protected Species can only be permitted where it is judged to have no satisfactory alternative, there are strong overriding reasons of public interest, and that the conservation status of species can be maintained.
- 5.23 With regards to internationally and nationally designated sites, the Central & Eastern Berkshire Authorities have a duty to take reasonable steps to further the conservation and enhancement of the features for which sites are designated. The presence of such a site within proximity to a minerals or waste proposal may constrain the type and scale of development where the designated features of interest may be impacted.
- 5.24 National planning policy is clear that development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed “clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest”⁴².
- 5.25 Similarly, national planning policy requires that development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) be refused, unless there are “wholly exceptional reasons”⁴³ and a suitable compensation strategy exists”⁴⁴.
- 5.26 Central and Eastern Berkshire also contains other important sites, habitats and species which are also critical in maintaining a high level of biodiversity. These sites, habitats and species form networks that support a robust and healthy natural environment that is resilient to change. The Central & Eastern Berkshire

⁴² National Planning Policy Framework (NPPF) 2019 (Para 175(b)).

⁴³ For example, infrastructure projects (including nationally significant infrastructure projects, orders under the Transport and Works Act and hybrid bills), where the public benefit would clearly outweigh the loss or deterioration of habitat.

⁴⁴ National Planning Policy Framework (NPPF) 2019 (Para 175(c))

Authorities will encourage positive management of such habitats and the species they support, particularly where development proposals would extend or create links between existing habitats, create or restore priority habitats and support Biodiversity Action Plan or Biodiversity Opportunity Area targets.

- 5.27 Features of the landscape that function as ‘stepping stones’ (such as ponds, small woods and meadows) and features that by virtue of their linear and continuous structure (such as rivers and their corridors, vegetated field boundaries and other green infrastructure linkages) are essential for the migration, dispersal and genetic exchange of wild species. The ecological importance of such features should be identified at the preliminary ecological assessment stage for minerals and waste development and such features protected and enhanced.
- 5.28 Rivers and their corridors are important environmental assets, particularly for the conservation and enhancement of biodiversity and for the promotion of strong and resilient ecosystems. These assets require protection and enhancement. As such, minerals and waste development close to waterbodies must maintain and, where feasible, enhance their ecological status.
- 5.29 In a small number of instances, minerals and waste development may result in significant impacts on habitats and species which cannot be avoided or adequately mitigated. In these instances, the provision of new compensatory habitat areas will be required to ensure that there is overall biodiversity net gain. If significant harm cannot be avoided, mitigated, or adequately compensated for, planning permission may be refused if the need for the development does not clearly outweigh the biodiversity interests at the site.
- 5.30 In the case of a demonstrable overriding need for the development, any impacts must be mitigated or compensated for in order to provide a net gain or improvement in condition. Such measures should be located either within or close to the proposed development.
- 5.31 As the proposed net gain biodiversity metric is developed, the Central & Eastern Berkshire Authorities will take a consistent approach to its application in ensuring biodiversity net gain through minerals and waste development and in monitoring the performance of this policy.

Monitoring

5.32 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Impact on habitat and species.	Planning permissions granted which impact on European designations or Sites of Special Scientific Interest (SSSIs) against Natural England advice.	Number of planning permissions granted which impact on European designations or Sites of Special Scientific Interest (SSSIs) against Natural England advice > 0
	Condition and/or changes in biodiversity of SSSIs and Local Wildlife Sites (LWSs) within 5km of operational minerals and waste sites.	Decline in condition of SSSI or LWS over 5-year period.
	Planning permissions granted for which a measurable net biodiversity gain is not agreed.	The number of planning permissions granted for which a measurable net biodiversity gain is not agreed > 0.

Protection of Designated Landscape

- 5.33 Central and Eastern Berkshire contains a diverse range of landscapes. National planning policy requires that ‘great weight is given to conserving landscape and scenic beauty in National Parks and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues’⁴⁵.
- 5.34 Although Central and Eastern Berkshire does not include any landscape designations, the North Wessex Downs Area of Outstanding Natural Beauty (AONB) and Chilterns AONB border the northern limit of the administrative area. These designations, including their setting, need to be fully taken into account when considering minerals and waste developments.
- 5.35 Although it does not have a defined geographical boundary, the setting of an AONB is the area within which development and land management proposals, by virtue of their nature, size, scale, siting, materials or design could be considered to have an impact, either positive or negative, on the natural beauty of the AONB.

Policy DM4

Protection of Designated Landscape

1. Development which affects the setting of an Area of Outstanding Natural Beauty (AONB) will be accompanied by a Landscape and Visual Impact Assessment that demonstrates that there is no detrimental impact on the natural beauty of the North Wessex Downs or Chilterns AONBs in terms of scale, design, layout or location, that cannot be effectively mitigated.

Implementation

- 5.36 Minerals can only be worked where they are found. Minerals development in areas of landscape importance and sensitivity should be rigorously examined and should only take place when there are exceptional reasons and the need for the development outweighs any negative impact. Proposals should be assessed against the criteria for ‘valued landscapes’ as set out in relevant guidance⁴⁶.
- 5.37 Minerals and waste developments are considered to be development that, by reason of its scale, character or nature, has the potential to have a significant adverse impact on the natural beauty, distinctive character, and remote and

⁴⁵ National Planning Policy Framework (Para. 172) - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

⁴⁶ Guidance for Landscape and Visual Impact Assessment (3rd Edition) (Para. 5.29, Box 5.1).

tranquil nature of the AONBs and local landscapes. The potential for significant impacts on the AONBs will be dependent on the individual characteristics of each case.

5.38 Although the North Wessex Downs and Chilterns AONBs border Central and Eastern Berkshire, minerals and waste development within the setting of these protected landscapes could have indirect impacts within the AONBs, by for example impacting on tranquillity from increased lorry movements.

Monitoring

5.39 Monitoring Indicators:

Monitoring Issues	Monitoring Indicator	(Threshold) for Policy Review
Impact on the setting of AONBs.	Planning permissions granted in the setting of an AONB against Natural England advice.	Number of planning permissions granted in the setting of an AONB against Natural England advice > 0

Protection of the Countryside

- 5.40 Landscapes outside designated areas and sites are highly valued and it is important to respect their special qualities. Minerals and waste developments, even though they may be temporary, can have a negative landscape and visual impact on residents, visitors, users of publicly accessible land, rights of way and roads.
- 5.41 In general, most mineral developments are tied to countryside locations as this is where the most unsterilized viable mineral deposits are available. Other activities essential for supplying minerals are therefore often located in the countryside including mineral processing or aggregate recycling.
- 5.42 Some waste uses, such as large-scale facilities requiring an open site are difficult to accommodate in urban areas. Waste uses not requiring a more isolated location and minerals developments that are not specifically linked to the natural occurrence of a mineral, should be located in urban areas. However, this is not always feasible on amenity grounds.
- 5.43 Appropriately managed minerals and waste development is important to support employment and provision of services in rural areas.

Policy DM5

Protection of the Countryside

1. Minerals and waste development in the open countryside will only be permitted where:
 - a. It is a time-limited mineral extraction or related development; or
 - b. The development provides a suitable reuse of previously developed land; or
 - c. The development is within redundant farm or forestry buildings and their curtilages or hard standings.
2. Where appropriate and applicable, development in the countryside will be expected to meet the highest standards of design, operation and restoration including being subject to a requirement that it is restored in the event it is no longer required for minerals and waste use. In particular, the network of statutory and permissive countryside access routes should be protected, and where possible, enhanced.

Implementation

- 5.44 The ‘countryside’ (not covered by other designations such as Green Belt) within the Plan area is defined by the settlement boundaries and development limits as set out in the Central & Eastern Berkshire Authorities’ Local Plans.
- 5.45 Where minerals or waste developments are located close to or would directly impact a statutory public right of way footpath network, measures should be put in place to protect or divert the route (for a temporary or permanent period, as appropriate). This includes adopted public footpaths, bridleways and cycle routes. Minerals and waste development may also provide benefits for rural communities such as opportunities for enhanced public access and recreation, especially as part of the restoration of minerals or waste developments.
- 5.46 Where they are located close to, or would directly impact on a permissive footpath, the use of this route for public access would be considered as part of any planning application. Permissive footpaths do not carry the same weight as adopted public rights of way.
- 5.47 Minerals and waste proposals proposed in the countryside that cannot be accommodated by Policy DM5 would be considered as a departure from the Plan. Exceptional developments will need to demonstrate how impacts on the countryside will be minimised and the level of net environmental gain provided.
- 5.48 High quality design is outlined in Policy DM12 and the requirements for restoration are provided in DM8.

Monitoring

- 5.49 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Impact on the countryside	Planning permissions granted in the countryside contrary to policy.	Number of planning permissions granted in the countryside contrary to policy > 0.

Green Belt

- 5.50 The eastern part of the Plan area is situated within the Metropolitan Green Belt around London (see Key Diagram). The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence⁴⁷.
- 5.51 Proposals for minerals and waste development within the Green Belt will be considered in light of their potential impacts and the National Planning Policy Framework.
- 5.52 There is a presumption against inappropriate development within the Green Belt. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances⁴⁸.

Policy DM6 Green Belt

1. Proposals for minerals and waste development within the Metropolitan Green Belt will be carefully assessed for their effect on the objectives and purposes for which the designation has been made. High priority will be given to preservation of the openness of the Green Belt.
2. Where the proposals do not conflict with the preservation of the openness of the Green Belt, waste management facilities, including aggregate recycling facilities will be permitted where it can be demonstrated:
 - that the site is the most suitable location in relation to arisings and recycle markets;
 - there are no appropriate sites outside the Green Belt that could fulfil the same role; and
 - that suitable mitigation is provided to ensure the development would not cause harm to the objectives and purposes of the Green Belt.

Implementation

- 5.53 When considering any planning application, the planning authority will ensure that substantial weight is given to protection of the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by

⁴⁷ National Planning Policy Framework (Para. 133) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

⁴⁸ National Planning Policy Framework (Para. 143)

reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

- 5.54 When considering waste management proposals, the following factors may combine to produce very special circumstances, allowing development within the Green Belt: a lack of suitable alternative sites within the Plan area outside the Green Belt; the need to locate facilities close to sources of waste to serve a local catchment; and the wider social and environmental benefits associated with sustainable waste management.
- 5.55 National planning policy⁴⁹ states that minerals extraction, engineering operations and the re-use of buildings provided that the buildings are of permanent and substantial construction are not inappropriate development in the Green Belt provided that they preserve the openness of the Green Belt and proposals do not conflict with the purpose of including land in the Green Belt.
- 5.56 A processing plant, although commonly associated with mineral extraction, is unlikely to preserve openness, owing to its size, height and industrial appearance and would therefore be inappropriate development.
- 5.57 Elements of many renewable energy projects will also comprise inappropriate development. In such cases developers will need to demonstrate very special circumstances if projects are to proceed. Such very special circumstances may include the wider environmental benefits associated with increased production of energy from renewable sources. Sequential testing to show that other suitable sites are not available will also be required.
- 5.58 The Central & Eastern Berkshire Authorities will plan positively to enhance the beneficial use of the Green Belt, by retaining and enhancing landscapes, visual amenity and biodiversity, by improving damaged and derelict land, and seeking opportunities to increase access or provide for outdoor sport and recreation.
- 5.59 The disposal of inert waste can play a part in the restoration of mineral workings and may therefore be acceptable in the Green Belt as in other areas, and subject to policies to encourage the recycling of materials as part of a sustainability strategy. Site restoration may also provide opportunities to enhance beneficial use of the Green Belt. The development of permanent waste management facilities will be judged on the locational needs of the development and the impact on the area, landscape, biodiversity and other issues. This, together with the wider environmental and economic benefits of

⁴⁹ National Planning Policy Framework (Para. 146) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

sustainable waste management are material considerations that should be given significant weight in determining whether proposals for waste management facilities on Green Belt land should be given planning permission.

Monitoring

5.60 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Impact on the Green Belt.	Planning permissions granted in the Green Belt without Very Special Circumstances.	Number of planning permissions granted in the Green Belt without Very Special Circumstances > 0

Conserving the Historic Environment

- 5.61 Minerals and waste development can play a positive role in protecting heritage assets and their settings, but it is also recognised that many developments can have an adverse impact, whether damaging or in the case of extraction on archaeology, more fully destructive. Where the public benefits of development outweigh the significance of the heritage assets archaeological recording can mitigate the effect by making the results of archaeological excavation and study available, through the Historic Environmental Record and other public arenas, where appropriate, as a public good.
- 5.62 The historic environment covers all aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged as well as landscaped and planted or managed flora.
- 5.63 National planning policy identifies the conservation of such heritage assets as one of the core land-use planning principles that underpin both plan-making and decision-taking; it states that heritage assets should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life by today's and future generations⁵⁰.

⁵⁰ National Planning Policy Framework (Para. 184) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

Policy DM7

Conserving the Historic Environment

1. Proposals for minerals and waste developments will be required to protect, conserve and where possible enhance the historic environment, and the character, setting and special interest of heritage assets, whether designated or undesignated.
2. Harm will only be allowed where the public benefit of development clearly and convincingly outweighs the significance of the heritage assets, and where the development cannot be delivered in a way that does not cause harm.
3. Any planning application should be supported by an assessment of the significance of heritage assets, both present and predicted, and the impact of development on them. Where appropriate, this should be informed by the results of technical studies and field evaluation to establish the potential for archaeological remains within the overburden and the mineral body itself.
4. When the public benefits of development outweigh the significance of the heritage assets and harm to or loss to heritage assets would unavoidably occur mitigation of that harm, including archaeological work ahead or during development should be secured (including depositing the results in a public archive).

Implementation

- 5.64 Any decision on planning applications for minerals and waste development should be informed by an assessment, proportionate to the circumstances, of the significance of heritage assets and the historic environment and the potential effects of the proposed development upon heritage significance, which will be submitted with the planning application. This will include, where necessary, technical studies (such as desk-based assessment, Palaeolithic assessment, geoarchaeological deposit models, condition assessments and water environment studies), and field surveys (such as boreholes, test pits and geophysics) intended to establish archaeological potential within both the mineral body and the overburden.
- 5.65 Where there is the potential for as yet unrecorded archaeological remains of such significance as to represent a constraint to development, the submission of pre-determination archaeological evaluation, may be required.

- 5.66 Heritage assets or the potential for previously unidentified archaeological deposits and features may be identified in proposed minerals and waste sites. Therefore, further archaeological investigations or other mitigation, may be required prior to or during development and secured by planning permission or via condition.
- 5.67 Mitigation measures should include archaeological recording during and prior to development, and changes to the development to ensure the preservation, provision within post extraction restoration, screening, and protection of retained heritage assets.
- 5.68 The suitability of all proposals will be assessed, having particular regard to proposed conservation and mitigation measures, and the potential benefits of mineral development on archaeology. This may include enhancing the historic assets or their setting, and the management of the site.
- 5.69 Heritage assets of the highest significance, such as a site of national importance should be preserved as part of the development. Additional site investigations or evaluation may be required prior to the determination of an application and may justify amendments to a permitted scheme during the application process.

Monitoring

5.70 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Impact on Historic Environment	Planning permissions contrary to Historic England advice.	Number of planning permissions contrary to Historic England advice > 0
	Planning permissions granted against Conservation/Heritage Officer advice.	Number of planning permissions granted against Conservation/Heritage Officer advice > 0

Restoration of Minerals and Waste Developments

- 5.71 Effective restoration and long-term aftercare of minerals and waste development is integral to all mineral extraction and landfill development in Central and Eastern Berkshire. Extracting minerals and landfilling are long-term land uses, but they are only temporary developments. It is critical that restoration and aftercare of the site is carefully planned and maintained to ensure that local communities and the environment receive maximum benefit after the development has been completed.
- 5.72 Once mineral extraction and landfilling has been completed, a site may be returned to the former land use or to a number of different 'after-uses'. The restoration of minerals and waste sites will usually involve the removal of buildings, plant and equipment used for winning or processing the materials and may also include the decontamination of land prior to restoration, depending on the type of development.
- 5.73 The nature of restoration activity depends on the choice of after-use, which is influenced by a variety of factors including:
- the aspirations of the landowner(s) and the local community;
 - the present characteristics of the site and its environs;
 - area strategies (such as biodiversity priorities, green and blue infrastructure strategies, river basin management plans and any landscape planning guidance);
 - the nature, scale and duration of the proposed development; and
 - the availability and quality of soil resources.
- 5.74 Restoration, aftercare and after-use will usually seek to assure that the land is restored to a level of quality at least equivalent to that which it was prior to development commencing. Restoration schemes should provide for:
- Net environmental gain through the enhancement of the quality and character of the landscape, local environment or the setting of historic assets to the benefit of the local or wider community; and
 - Measures to achieve biodiversity net gain in line with national planning policy, whatever the proposed after-use of the site.

Policy DM8

Restoration of Minerals and Waste Developments

1. Planning permission for minerals extraction and temporary waste management development will be granted only where satisfactory provision has been made for high standards of restoration and aftercare such that the intended after-use of the site is achieved in a timely manner, including where necessary for its long-term management.
2. The restoration of minerals and waste developments should reinforce or enhance the quality and character of the local area and should contribute to the delivery of local objectives for biodiversity, landscape character, historic environment or community use where these are consistent with the Development Plan and national policies and guidance.
3. The restoration of mineral extraction and landfill sites should be phased throughout the life of the development.

Implementation

5.75 The Central & Eastern Berkshire Authorities will continue to ensure that all mineral extraction, and landfill sites are restored to high quality beneficial after-uses which are in keeping with the local area's biodiversity, landscape and community use. This includes the provision of biodiversity net gain as set out in Policy DM3: Protection of Habitats and Species.

5.76 Consideration needs to be given to the following factors:

- Type, quality and value of the land prior to extraction (for example, agricultural land);
- Presence of important habitats and species prior to development on site and in the local environment;
- Local ecological networks including green/blue corridors;
- Existing hydrological regime;
- Underlying geology;
- Local topography and landscape character/setting;
- Presence of important archaeological features and historic context;
- Proximity of urban areas and aerodromes;
- Compatibility with surrounding land uses;
- Availability of fill material;
- Planning policy framework and guidance;
- Landowner / site operator aspirations;
- Views of local community and other stakeholders;

- Transport issues;
- Public safety;
- Long-term management considerations; and
- Financial considerations.

5.77 Consideration must be given to the material used in restoration schemes and where appropriate, ensure that there is no impact on controlled waters.

5.78 For the initial years following restoration (usually a 5-year period but this may be extended⁵¹) site aftercare measures are required to ensure that the reinstatement of soils and the planting or seeding carried out to meet restoration requirements are managed so that a site is returned to its intended after-use in a timely manner.

5.79 These measures involve improving the structure, stability and nutrient value of soils, ensuring adequate drainage is available and securing the establishment and management of the grass sward, crop or planting areas, together with any other maintenance as may be required. The aftercare scheme normally requires two levels of details to be provided, these are:

- The outline strategy for the whole of the aftercare period;
- A detailed strategy for the forthcoming year.

5.81 Where after-use of a site includes the provision of built infrastructure, such as residential development, post-extraction changes in ground level may provide urban design opportunities for sub-surface development such as underground car parking, subject to geological and hydrological considerations. Such opportunities may provide greater space for green infrastructure improvements and improve the viability of proposed built development.

5.82 Restoration and aftercare plans should take into consideration community needs and aspirations. Local interest groups such as Catchment Partnerships and community representatives should be consulted, and their viewpoints incorporated into the proposals wherever possible and appropriate. Developers should work with the Colne Valley Regional Park and relevant Local Authorities to secure an enhanced bridleway/footpath network in line with the Joint Connectivity Statement⁵². Regard should also be given to the green infrastructure policies and strategies of relevant local planning authorities and

⁵¹ For example, this may occur when restoration is to a particular nature conservation afteruse.

⁵² Joint Connectivity Statement between the Colne Valley Regional Park, Slough Borough Council, RBWM and the Buckinghamshire authorities.

the Colne Valley Regional Park⁵³. Restoration and aftercare plans for mineral development need to be reviewed and updated periodically, in accordance with legislation.

5.83 A Restoration Study⁵⁴, which accompanies this Plan, provides greater detail and guidance on after-use, aftercare and restoration. The study and any subsequent restoration strategies or guidance adopted by the authorities should be read in conjunction with this policy and referenced, where appropriate.

Monitoring

5.84 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Appropriate and timely restoration.	Permissions granted without restoration and aftercare conditions, where restoration and aftercare are required.	Number of permissions granted without restoration and aftercare conditions, where restoration and aftercare are required > 0
	Permissions granted without an agreed restoration plan, where site restoration is required.	Number of permissions granted without an agreed restoration plan, where restoration is required > 0
	Completion of restoration schemes within agreed timescales (not subject to approved extensions of time).	Number of uncompleted restoration schemes within agreed timescales (not subject to approved extensions of time) > 0.

⁵³ Colne and Crane Valleys Green Infrastructure Strategy (September 2019) - <https://www.colnevalleypark.org.uk/project/green-infrastructure-strategy-colne-and-crane-valleys/>

⁵⁴ Restoration Study (July 2020) – www.hants.gov.uk/berksconsult

Protecting Health, Safety and Amenity

- 5.85 Minerals and waste development can have impacts on the environment and local communities. The use of machinery and lighting can result in noise, light and air pollution which can impact on air quality and tranquillity. These impacts can also affect the amenity and health of nearby communities and businesses and other land uses such as sport, recreation or tourism.
- 5.86 It is important that the minerals and waste industry in Central and Eastern Berkshire does not adversely impact upon the health and amenity of the surrounding environment and communities, and appropriate suitable mitigation measures are used to reduce the risk of unacceptable adverse impacts to health such as pollution and the attraction of vermin.

Policy DM9

Protecting Health, Safety and Amenity

1. Planning permission will be granted for minerals and waste development only where it can be demonstrated that it will not generate unacceptable adverse impacts on the health, safety and amenity of local communities and the environment.
2. Minerals and waste development should not:
 - a. Release emissions to the atmosphere, land or water (above appropriate standards);
 - b. Have an unacceptable impact on human health;
 - c. Cause unacceptable noise, dust, lighting, vibration or odour;
 - d. Have an unacceptable visual impact;
 - e. Potentially endanger aircraft from bird strike and structures;
 - f. Cause an unacceptable impact on public safety safeguarding zones;
 - g. Cause an unacceptable impact on public strategic infrastructure;
 - h. Cause an unacceptable cumulative impact arising from the interactions between minerals and waste developments, and between mineral, waste and other forms of development.
 - i. Cause an unacceptable impact through:
 - i. Tip and quarry slope stability; or
 - ii. Differential settlement of quarry backfill and landfill; or
 - iii. Subsidence and migration of contaminants.
3. Where it is considered that there will be adverse impacts, applicants will be expected to undertake mitigation to ensure an acceptable degree of potential impact.

Implementation

- 5.87 Many of the criteria outlined in Policy DM9 will be fulfilled by minerals and waste operators adopting appropriate management systems such as International Standards Organisation controls and other operational controls.
- 5.88 The screening of sites and delivery of mitigation measures are often required to ensure the potential impact of minerals and waste developments on the habitats, landscape, townscape and local communities is kept to acceptable levels. It is recommended practice for operational mineral extraction and inert waste recycling sites to have a minimum buffer zone of 100 metres, where appropriate, from the nearest sensitive human receptors, such as homes and schools, though this distance will be reviewed on a case-by-case basis.
- 5.89 Developments handling bio-wastes, such as landfill and composting sites may need a buffer zone of up to 250 metres from sensitive human receptors unless there are exceptional circumstances such as mitigation measures which can reduce the size of the buffer.
- 5.90 Minerals and waste development and associated traffic movements can give rise to air pollutants that adversely impact human health and sensitive environmental receptors. This can include sulphur oxides (SO_x), nitrogen oxides (NO_x) and carbon particulates (e.g. PM₁₀). HGV traffic can extend these air quality impacts significantly beyond development sites and into adjacent local authority areas. Local authorities review and assess air quality on a regular basis⁵⁵, against a set of Air Quality Objectives (AQOs)⁵⁶. Local authorities are required to declare as Air Quality Management Areas (AQMAs)⁵⁷ where AQOs are exceeded. Central and Eastern Berkshire and adjacent authorities have AQMAs delineated for parts of their areas for which Air Quality Action Plans (AQAP) have been prepared. AQAPs are often integrated with Local Transport Plans (LTP). AQMAs will need to be considered when making any decisions on routing.
- 5.91 Minerals and waste development can affect a community's access to public rights of way, open spaces or outdoor recreation uses whilst the development is in progress. Development could also affect routes favoured by cyclists, equestrians and walkers near minerals and waste sites. It is standard practice for such routes to be diverted if they are impacted by a development. In such

⁵⁵ The Environment Act 1995 requires local authorities to review and assess air quality on a regular basis, against a set of Air Quality Objectives (AQOs).

⁵⁶ Set out in the Air Quality Standards Regulations 2010 -

<http://www.legislation.gov.uk/uksi/2010/1001/contents/made>

⁵⁷ Air Quality Management Areas - <https://uk-air.defra.gov.uk/aqma/>

instances, it is expected that rights of way will be replaced, diverted or equivalent routes be provided. Minerals and waste development should not negatively affect these features to an unacceptable degree.

5.92 Planning permission will be granted for minerals and waste developments where the cumulative impact would not result in significant adverse impacts on the environment of an area or on the amenity of a local community. Cumulative impacts should be considered, either in relation to the collective effect of different impacts of an individual proposal, or in relation to the effects of a number of developments occurring either concurrently or successively.

5.93 The potential cumulative impacts of minerals and waste development and the way they relate to existing developments must be addressed to an acceptable standard. Where unacceptable impacts are identified, which cannot be addressed through appropriate mitigation measures, planning permission will be refused. Where policy refers to a judgement on 'acceptability', this is defined as being judged acceptable by the relevant authority.

5.94 It is expected, where relevant, that other regulatory bodies or functions (such as the Environment Agency, Health and Safety Executive or Environmental Health) will ensure that the impacts within their remit will be satisfactorily addressed.

Monitoring

5.95 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Impact on local communities.	Planning permissions granted against Environment Agency advice.	Number of planning permissions granted against Environment Agency advice > 0
	Planning permissions granted against Environmental Health Officer advice.	Number of planning permissions granted against Environmental Health Officer advice > 0

Flood Risk

- 5.96 Minerals and waste development can have significant impacts on flooding. National planning policy on flooding aims to ‘steer inappropriate new development to areas with the lowest probability of flooding’⁵⁸. This approach is based on the indicative Flood Maps prepared by the Environment Agency (EA).
- 5.97 A Strategic Flood Risk Assessment (SFRA) has been prepared to support this Plan⁵⁹. The assessment looks at the potential flood-risk associated with the minerals and waste site allocations included in the Plan. The assessment considers flooding from rivers, rainfall, groundwater and sewers.

Policy DM10 Flood Risk

1. Minerals and waste development in areas at risk of flooding should:
 - a. Apply the sequential test, exception test, where required, and sequential approach within the development site directing the most vulnerable development to the areas at lowest risk from flooding;
 - b. Not result in an increased flood risk elsewhere and, where possible, reduce flood risk overall;
 - c. Ensure development is safe from flooding for its lifetime including an assessment of climate change impacts;
 - d. Incorporate flood protection, flood resilience and resistance measures where appropriate to the character and biodiversity of the area and the specific requirements of the site;
 - e. Include site drainage systems designed to take account of events which exceed the normal design standard;
 - f. Not increase net surface water run-off; and
 - g. If appropriate, incorporate Sustainable Drainage Systems to manage surface water drainage, with whole-life management and maintenance arrangements.

Implementation

- 5.98 Mineral deposits have to be worked where they are found, and these are often located in flood risk areas. Sand and gravel extraction and processing can take place in flood risk areas, provided any potential impact on the site and surrounding area is adequately managed so that the risk of flooding does not

⁵⁸ National Planning Policy Framework (Para 158) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

⁵⁹ Strategic Flood Risk Assessment (July 2020) – www.hants.gov.uk/berksconsult

increase either within the site or downstream. Applications for minerals and waste proposals within Source Protection Zones should be accompanied by a Hydrogeological Risk Assessment.

- 5.99 Mineral extraction may provide opportunities for flood water to be alleviated, by providing water storage when the area is restored⁶⁰.
- 5.100 Existing waste developments have the potential to pollute water resources if they are at risk from flooding. Landfill and hazardous waste facilities will not be permitted in Flood Risk Zones 3a and 3b. Historic landfills in areas of flood risk may need to be protected by flood defences.
- 5.101 Proposals in identified areas of flood risk will need to demonstrate that the development of the site will be safe and not result in increased flood risk. Such developments will require the Sequential Test and, where appropriate the Exception Test, to be carried out together with site specific Flood Risk Assessments. Where a flood risk is identified, development should only occur where the Exceptions Test in national guidance has been met. A development without a Flood Risk Assessment (FRA), where one is required, will not be supported.
- 5.102 Development of 1 hectare or greater in Flood Zone 1, or all proposals in Flood Zones 2 and 3, require a FRA. The FRA and the advice of the Environment Agency will be taken into account in any decision.

Monitoring

5.103 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Impact on flood risk.	Planning permissions granted against Environment Agency advice.	Number of planning permissions granted against Environment Agency advice > 0
	Planning permissions granted against Lead Local Flood Authority advice.	Number of planning permissions granted against Lead Local Flood Authority advice > 0

⁶⁰ Restoration Study (July 2020) – www.hants.gov.uk/berksconsult

Water Resources

- 5.104 Central and Eastern Berkshire is heavily influenced by its water sources and there are many streams, rivers, lakes and reservoirs though out the Plan area.
- 5.105 Many of the area's rivers are associated with extensive reaches of gravel and sand bed material associated with a dynamic, meandering or divided channel and active erosion and sediment deposition features.
- 5.106 To ensure compliance with the Water Framework Directive, minerals and waste development must not cause any adverse impact on local water bodies.

Policy DM11

Water Resources

1. Planning permission will be granted for minerals and waste development where proposals do not:
 - a. Result in the deterioration of the physical state, water quality or ecological status of any water resource and waterbody including river, streams, lakes, ponds, groundwater source protection zones and groundwater aquifers; and
 - b. cause unacceptable risk to the quantity of water resources; and
 - c. cause changes to groundwater and surface water levels which would result in unacceptable impacts on:
 - i. adjoining land;
 - ii. potential groundwater resources; and
 - iii. the potential yield of groundwater resources, river flows or natural habitats.
2. Where proposals are in a groundwater source protection zone, a Hydrological Risk Assessment must be provided. If the Hydrological Risk Assessment identifies unacceptable risk, the developer must provide appropriate mitigation.

Implementation

- 5.107 The Water Framework Directive (2000/60/EC) (WFD) provides the framework for ensuring surface and ground water is protected and to achieve good qualitative and quantitative status for all water bodies. Minerals development can have significant impacts on not only flooding and water quality but also water quantity. To ensure compliance with the WFD, development must not cause any unacceptable impact on water resources.
- 5.108 Planning applications should be supported by a Hydrological Risk Assessment which evaluates the impact on surface and groundwater from the proposed

operations. A management scheme will need to be agreed for the construction, operation and restoration phases of development.

- 5.109 Proposals for mineral development must take into account the need to protect water resources. In assessing proposals, the Authorities will consider the risk of flooding (DM 10) and, where relevant, surface water and groundwater issues. All development must consider the need to protect the flow and quality of surface and groundwater resources. Development will only be permitted if they are unlikely to have an unacceptable impact on water resources. Dewatering may require prior approval through the issuing of an Environment Agency abstraction licence.
- 5.110 An undeveloped 16 metre buffer zone (Thames Region Land Drainage Byelaws, as amended) is required on both sides of a main river⁶¹ to help promote strong and resilient ecosystems, green and blue infrastructure links, water quality standards and human health and wellbeing (pleasant amenity space).
- 5.111 Planning applications should be supported by a risk assessment which evaluates the impact to surface and groundwater from the proposed operations; and include a comprehensive management scheme that will be agreed for the construction, operation and restoration of the proposals.
- 5.112 All minerals and waste proposals must include measures to ensure the achievement of both no deterioration and improved ecological status of all waterbodies within the site and/or hydrologically connected to the site. Where relevant a Hydrogeological Risk Assessment will be required to demonstrate the effects of the proposed development on the groundwater environment and how these may be mitigated to an acceptable level. Such assessments should include a consideration of impacts on near-by abstraction licences; risk to the principal aquifer; cumulative impacts of the neighbouring quarry sites; groundwater quality in relation to impacts on neighbouring potable abstractions and adjacent waste sites; and monitoring.

⁶¹ Main rivers are typically larger streams and rivers, but some are smaller watercourses of local significance. Main Rivers are nationally managed by the Environment Agency and can be identified using this map - <https://www.arcgis.com/apps/webappviewer/index.html?id=17cd53dfc524433980cc333726a56386>

Monitoring

5.113 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Impact on water resources	Planning permissions granted against Environment Agency advice.	Number of planning permissions granted against Environment Agency advice > 0
	Planning permissions granted against Environment Health Officer advice.	Number of planning permissions granted against Environment Health Officer advice > 0

Sustainable Transport Movements

- 5.114 The sustainable supply of minerals and management of waste resources is dependent on well-maintained transport infrastructure.
- 5.115 One of the roles of this Plan is to encourage the use of sustainable transportation methods including rail, water, and conveyors to reduce movements by road. However, as limited opportunities are available within the Plan area to increase the use of sustainable transportation methods, it is acknowledged that most minerals and waste movements will continue to be made by road.
- 5.116 The impact of transporting minerals and waste materials by road can, if not controlled, be significant for sensitive environments and on communities both inside and outside of Central and Eastern Berkshire. A key priority of this Plan is minimising and managing the impact of traffic, as traffic can give rise to noise, dust, vibration, congestion and a reduction in air quality through emissions such as carbon dioxide (CO₂), nitrogen dioxide (NO₂) and particulates.
- 5.117 National planning policy supports developments where sustainable transport opportunities have been utilised, safe and suitable access can be achieved, and any significant impacts from the development on the transport network in terms of capacity, congestion and highway safety can be mitigated in an acceptable, and cost effective way⁶².

⁶² National Planning Policy Framework (Para. 108) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

Policy DM12

Sustainable Transport Movements

1. Minerals and waste development will be permitted where good connectivity for the movement of minerals and waste can be demonstrated.
2. A Transport Assessment or Statement will be required (as appropriate) to consider:
 - the acceptability of routeing to the site and the impact(s) on the surrounding road network in relation to capacity and demand, with consideration of committed developments and cumulative impact
 - road safety
 - sustainable accessibility
 - appropriate hours of working
 - mitigation as appropriate.
3. Applications are expected to be accompanied by an Environmental Statement which would include details of the site's impact on noise, air quality, and severance.
4. The Assessment or Statement is required to explore how the movement of minerals and/or waste within and outside the site will not be detrimental to road safety and would not have an unacceptable impact on the highway network. It should also determine whether highway improvements or other measures, such as routeing agreements, are necessary to mitigate impacts the impacts of the proposals.
5. Where minerals and waste development will result in significant road transport movements, justification is required to explain how alternatives to road-based methods of transportation such as rail, inland waterways, conveyors, pipelines and the use of reverse logistics have been actively considered.

Implementation

- 5.118 Good connectivity will be established through the Transport Assessment or Statement. Good connectivity will be determined where there is safe site access and suitable access to the Strategic Road Network, rail or waterways. Routeing agreements will be required to ensure that access is not permitted on roads which result in unacceptable transport impacts on the highway network and sensitive receptors.

- 5.119 Road safety and capacity are issues of paramount importance. Highways England is responsible for considering assessments of the transport impacts of minerals or waste development on the Strategic Road Network. The Highways authorities, including the Central and Eastern Berkshire Authorities, are responsible for considering assessments of the transport impacts on the local highway network. In addition to potential capacity congestions, and safety impacts along the highway network, the potential and perceived impact of transportation on amenity may include vibration, visual intrusion and impacts on air quality. It is therefore beneficial for mineral and waste development to be located either close to the Strategic Road Network, or where there is potential for the sustainable movement of materials and/or where operational road miles can be minimised.
- 5.120 Where the source of waste for a facility may arise from a range of geographic locations, the impact of developing a network of smaller facilities, rather than one larger central facility, should be assessed through the Transport Assessment and Environmental Statement, including the likely transport impacts of both options on congestion, emissions, communities and sites of historic or ecological importance. It is also important that potential cross-boundary impacts and cumulative impacts of minerals and waste development with other local developments are considered.
- 5.121 Alternative methods of transport may provide opportunities to reduce and manage impacts of traffic and reduce potential emissions associated with HGV movements. This may help to offset potential impacts on the climate and air quality. Alternative methods may include the use of field conveyors, internal site haul roads, pipelines and the use of rail and inland waterways to transport minerals and waste.
- 5.122 The use of one of the above methods, in particular the use of field conveyors and/or site haul roads at mineral sites, could be implemented in combination with road transport, in order to help reduce the impacts from road transport. However, such mechanical transport mechanisms will also need to be assessed in terms of the impact on health and public amenity in terms of noise, vibration, particulates and air quality.
- 5.123 The Central & Eastern Berkshire Authorities recognise that these methods may only be appropriate in certain circumstances and will not always be available or suitable as a direct substitution for road transport.
- 5.124 Reverse logistics involves reducing vehicle movements by bulking when transferring minerals and waste so that, for example, an HGV always enters

and exits a site with a full load. The use of alternative methods of transportation and reverse logistics will be supported, as appropriate.

5.125 All minerals and waste development should give the greatest consideration to potential highway and transportation impacts that may be associated with the development. Planning conditions and legal agreements can be used to control and/or manage highway impacts. This may include conditions on hours of working and restrictions on the number of lorry movements, routeing agreements or legal agreements for mitigation which may include highway improvement and/or maintenance works.

Monitoring

5.126 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Transport impacts.	Planning permissions against Highways England advice	Number of planning permissions against Highways England advice > 0
	Planning permissions against Local Highway Authority advice	Number of planning permissions against Local Highway Authority advice > 0

High Quality Design of Minerals and Waste Development

- 5.127 The sustainable design and operation of minerals and waste development in Central and Eastern Berkshire is critical in ensuring potential impacts are reduced or avoided. It is also important that the impact of such developments on the qualities of place are taken into account, both to enhance the built environment but also to overcome resistance to the siting of such facilities close to the communities from which waste arises. National planning policy⁶³ attaches great importance to the design of the built environment and is a key aspect of sustainable development.
- 5.128 It is important that all minerals and waste developments are designed to minimise the impact upon the environment and the local communities in Central and Eastern Berkshire. It is equally important to encourage all new developments to include high quality design as a standard. There is a need to mitigate the impacts and adapt to climate change. This can be supported by reducing the amount of greenhouse gas emissions and other forms of emissions, minimising energy and water consumption, reducing waste production and reusing or recycling materials.
- 5.129 Sustainable design initiatives can be achieved by a variety of means such as the incorporation of renewable energy, energy management systems, grey water recycling systems, sustainable drainage systems, energy efficient appliances and the use of recycled and recyclable building materials.

Policy DM13

High Quality Design of Minerals and Waste Development

1. Proposals for minerals and waste development must demonstrate that they have taken every opportunity to make a positive contribution to the quality and character of the area.
2. The design of appropriate facilities for minerals and waste development should:
 - a. Help to reduce greenhouse gas emissions;
 - b. Maximise the re-use or recycling of materials in its construction;
 - c. Minimise impact on resources;
 - d. Protect and enhance the character and quality of the site's setting and the contribution to place making in the area; and
 - e. Protect and, wherever possible, enhance soils and not result in the net loss of best and most versatile agricultural land.

⁶³ National Planning Policy Framework (Para. 124) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

Implementation

- 5.130 The principles of high-quality design apply to all developments, but particularly in new development areas. Building activity is a significant contributor to waste production and improved waste management in this sector should be encouraged through the selection of materials and construction techniques.
- 5.131 It may be appropriate for large-scale facilities in prominent locations to create a positive architectural statement. All minerals and waste development should also be in accordance with the latest guidance on modern design standards.
- 5.132 Landscape Character Assessments and other relevant landscape planning guidance should be used to assess the capacity of landscapes to accept development, to inform the appropriate scale and character of the development, and guide restoration.
- 5.133 Design and access statements will be required, where appropriate, for minerals and waste developments.

Monitoring

- 5.134 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Improving design quality.	Planning permissions not in accordance with Policy DM13 (1).	Number of planning permissions not in accordance with Policy DM13 (1) > 0.

Ancillary development

- 5.135 The operation of a mineral or waste site may require the erection of various ancillary structures or buildings to maximise opportunities at a site, to allow for investment or to ensure a sustainable operation. This minor development is associated with the primary permitted minerals or waste development. For example, sand and gravel dug from the ground generally requires washing, grading and sorting before it can be put to use. Waste may also require sorting and grading before it can be recycled or disposed. Mineral and waste sites may also need such ancillary structure as site offices, weighbridges or vehicle maintenance buildings.
- 5.136 Certain buildings and structures can be erected at minerals and waste sites without separate planning permission because general permission is granted for them under the General Permitted Development Order.
- 5.137 Where ancillary development is required which does not fall within the General Permitted Development Order, planning permission will be required.

Policy DM14 Ancillary development

1. Proposals for buildings and/or structures ancillary to minerals processing or manufacturing, or for structures ancillary to the existing minerals or waste operation, will be supported where they are appropriate and located within the development footprint of the existing site.
2. Proposals will need to demonstrate how the ancillary development will benefit the site and ensure a sustainable operation.
3. Development permitted in accordance with this policy will be subject to a requirement that:
 - a. it is used only as ancillary to the primary permission of the site; and
 - b. it will only be permitted for the life of the primary permission.

Implementation

- 5.137 Ancillary development must relate to the existing permitted minerals and/or waste operation and must not conflict with any of the other policies contained within this Plan.
- 5.138 Proposals that do not relate to the materials being produced, imported or exported at an existing site will not be supported as being ancillary development.

- 5.138 Appropriate development must be associated with the primary permitted development and comply with the other relevant policies within this Plan.
- 5.139 The development footprint is considered to be the outline of the permitted operation to which the proposed development is ancillary. It is not the extent of the landownership.
- 5.140 There will need to be a consideration of the cumulative effects of permitting the ancillary development in combination with the existing operation.

Monitoring

5.141 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Maximising existing infrastructure.	Permissions not in accordance with Policy DM14.	Number of permissions not in accordance with Policy DM14 > 0.

Operator past performance

- 5.141 The planning regime has, as a principle, the expectation that effective planning authority monitoring, and enforcement, will take place and that other regulatory regimes will function to help control the potential negative impacts of development. Each planning application is considered on its own merits, within the overall strategic direction of relevant plans. At the same time, when making planning decisions, it is necessary to take all relevant information into account and Planning Practice Guidance⁶⁴ states that the planning history of a site may be a relevant consideration in the determination of an application.
- 5.142 An operator's record of running established minerals or waste sites within their control can provide information on how appropriately the impacts of development have been managed by that operator. In some circumstances, where there is sufficient evidence, this information can be a useful indicator of how proposed future minerals or waste sites might be managed by that operator.
- 5.143 This Plan seeks to protect communities near minerals and waste development from any significant adverse effects.

Policy DM15

Past operator performance

1. Where an applicant or operator has been responsible for an existing or previous minerals or waste development site, an assessment of their operational performance at that existing or previous site will be made.
2. Where issues have been raised about the operation of an existing or previous development site, how the operator or applicant has responded, particularly where there is evidence of any significant adverse effects, will be taken into consideration in decision-making on minerals or waste applications submitted by the same applicant or operator.

Implementation

- 5.144 Any site can experience issues, and these will vary in complexity. It is important that operators listen to the concerns of the monitoring officers or the community and take active steps to rectify issues, especially substantiated complaints and breaches, quickly, effectively and proportionately.

⁶⁴ Planning Practice Guidance (Paragraph: 010 Reference ID: 21b-010-20190315, 15/03/2019 revision) - <https://www.gov.uk/guidance/determining-a-planning-application#how-decisions-on-applications>

- 5.145 Liaison panels can be an effective way of bringing together various interested parties, keeping relevant stakeholder informed, opening communication channels and resolving issues. Liaison panels, where appropriate, should be established and managed by the relevant operator of the site. It is encouraged that interested parties, such as parish councils, are invited to join as active members of the panel to enable effective representation of local interests.
- 5.146 A minerals or waste development may be authorised or unauthorised. An intentional unauthorised development can be a material consideration⁶⁵, as it could potentially have a variety of significant adverse effects, being much less likely to have implemented avoidance or mitigation measures.
- 5.147 The (re)occurrence of any significant adverse effects and how they have been addressed will be an indicator of whether an operator or applicant can deliver future development effectively. The applicant will need to provide information and relevant records on existing development site performance as part of the planning application, as well as submitting information on how any previous performance issues will be avoided and/or addressed in the future for the proposed development.
- 5.148 A Monitoring Assessment will be required, to support the determination of a planning application, particularly where developments have a long or complex history of issues. Where there is no history of an operator within the Plan areas, it may be possible to obtain the relevant information through liaison with monitoring officers in locations where they have previously had active sites. It would be expected that the planning authority prepares the Monitoring Assessment with relevant input (e.g. monitoring officer, environmental health officer or Environment Agency).
- 5.149 The record of performance of an operator or applicant, as assessed, will form a material consideration in the decision-making process and may be used:
- As a basis to request additional information to support an application in relation to any issues raised through the Assessment and how these may be mitigated as part of the proposal;
 - To apply an appropriate condition to a permission to address an issue which has been raised through the Assessment where this has not been rectified by the applicant to an acceptable level; or
 - To tip the balance in determining an application where all matters are equal in relation to impacts.

⁶⁵ As per the 31 August 2015 letter to Chief Planning Officers by the Department of Communities and Local Government Chief Planner

Monitoring

5.150 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Taking past performance into account	Permissions for proposals by existing operators accompanied by Monitoring Assessments.	Number of permissions where issues outlined in Monitoring Assessments are not addressed through additional information requests and/or conditions > 0.

6. Minerals Delivery Strategy

Minerals in Central and Eastern Berkshire

- 6.1 Until the 20th Century, chalk and clay were the main minerals produced in the area, generally to meet local needs. Chalk and clay continue to be extracted as a by-product at sand and gravel quarries, but now on a very small scale in comparison to previous times.
- 6.2 The chalk is now mainly used as agricultural lime, and sometimes as ‘fill’ material for civil engineering projects. The clay was formerly used chiefly for brick and tile making, but more recently its main use has been for the lining for waste landfill sites to prevent the spread of pollution and for other engineering applications.
- 6.3 Since the Second World War, the main type of minerals production in Berkshire has been of aggregates for the construction industry, the bed rock for future development. Construction aggregates are hard granular materials and in the context of the extraction industry of Central and Eastern Berkshire comprise sands and gravels.
- 6.4 The geology of Berkshire determines where these deposits are available for extraction. Further supplies of aggregate are imported from elsewhere in southern England or obtained by recycling of construction and demolition waste. Most aggregate is processed by the operator, either on-site or at central processing facility nearby and sold direct for use in the construction industry.
- 6.5 This section sets out the policies relating to the following issues:
- Managing the supply of aggregate;
 - Safeguarding minerals resources, and minerals infrastructure;
 - The locations for extraction; and
 - Provision of non-aggregate minerals.
- 6.6 All policies include an explanation of the existing situation, supporting text regarding the policy and details on how the policy would be implemented and monitored.

Sustainable mineral strategy

- 6.7 Minerals make a significant contribution to the nation’s prosperity and quality of life and are needed to build and maintain local communities.
- 6.8 The supply of minerals to Central and Eastern Berkshire comprises imports of crushed rock, marine-won and land-won sand and gravel, recycled aggregate as well as locally won sand and gravel.
- 6.9 Data on the consumption of aggregates (the types of mineral used by the construction industry) as well as the movements of aggregates (imports and exports) is recorded on a Berkshire-wide level rather than by each mineral planning authority. This data is published by the Ministry of Housing, Communities and Local Government (MHCLG) every four years as part of the Aggregate Mineral survey for England and Wales undertaken by the British Geological Survey (BGS)⁶⁶.

Table 1: Total consumption of Primary Aggregate in Berkshire, 2009 and 2014

Berkshire Imports (Tt)	Land Won Sand and Gravel		Marine Sand and Gravel		Total sand and gravel		Crushed Rock		Total Primary Aggregates	
	2009	2014	2009	2014	2009	2014	2009	2014	2009	2014
	298	353	98	152	396	505	861	1,161	1257	1,666
Consumption* (Tt)	807	601	98	152	905	753	875	1,161	1780	1,914
Consumption %	45.3%	31%	5.5%	8%	50.8%	39%	49.2%	61%	100%	100%
Imports/Consumption %	36.93%	58.7%	100%	100%	43.76%	67%	98.4%	100%	71%	87%

Source: Collation of the results of the 2009 and 2014 Aggregate Minerals survey for England & Wales.

* Consumption is determined by total sold internally plus total imported.

- 6.10 Table 1 shows the consumption of aggregate both imported and from external areas and supplied from sources within Berkshire. Unfortunately, comparable data is not available for 2005.
- 6.11 In 2014, Berkshire was producing 1051 Thousand tonnes (Tt) with sales split by 248 Tt sold internally within Berkshire. A further 548 Tt was sold in the South East region, the principal destinations being Surrey and Buckinghamshire (including Milton Keynes) and 255 Tt sold to locations elsewhere (predominately West London).

⁶⁶ A further survey is scheduled for 2020 but this may be subject to delays due to the Corona Virus.

- 6.12 There is no marine-won sand and gravel produced within Berkshire as it is land locked nor is there any crushed rock due to geological constraints and therefore, these aggregates are imported into the Plan area. In 2014, Berkshire was also importing 353 Tt of land-won sand and gravel.
- 6.13 Although it is not possible to determine the amount of these imports that reach Central and Eastern Berkshire, the movements need to be taken into consideration when forecasting future demand.
- 6.14 Table 1 also shows an overall increase in supply of primary aggregates from sources within Berkshire during this period. The Table does however show that there is an increasing reliance on Primary Aggregate imports within Berkshire.
- 6.15 Soft sand is found in Central and Eastern Berkshire within the Reading Formation, a bedrock deposit which is predominately clay bearing but also contains sand beds and therefore, the deposits are variable in terms of quality and location. As a result, reliable information about the distribution of commercial reserves of soft sand is not available. This situation reflects the fact that there have been no operational soft sand quarries in over 10 years and only a small level of incidental extraction.
- 6.16 Soft sand supply in the South East is recognised as an issue by the South East England Aggregate Working Party (SEEAWP). The Mineral Planning Authorities in the South East worked collectively to prepare a Position Statement which provides an agreed source of evidence and current policy on soft sand supply in the South East. The Position Statement will underpin effective cooperation and collaboration between the Minerals Planning Authorities of the South East of England in addressing the strategic cross-boundary matter of soft sand supply.
- 6.17 Soft sand is currently being supplied to Central and Eastern Berkshire by mineral planning authorities outside of the Plan area. A Soft Sand Study⁶⁷ has been prepared to explore the options for supply in the short and longer-term. The Study outlines those areas currently supplying the Plan area and those that have potential to supply in the future. The Study concludes that Central and Eastern Berkshire is in an enviable position as it has a number of supply sources and therefore, is not dependent on any single area.
- 6.18 Demand for soft sand in Central and Eastern Berkshire during the Plan period could be in the region of 1.0 million tonnes (0.065 million tonnes per annum)⁶⁸.

⁶⁷ Soft Sand Study (March 2020) – www.hants.gov.uk/berksconsult

⁶⁸ Minerals: Background Study (July 2020) – www.hants.gov.uk/berksconsult

- 6.19 Recycled and secondary aggregates can be used as a substitute for some land-won sharp sand and gravel extraction, providing a more sustainable source of supply. These have combined benefits of reducing the need for land won (or marine aggregate) and reducing the amount of waste requiring disposal by landfill.
- 6.20 When used locally, recycled aggregate can reduce the impact of transport and cut carbon emissions.
- 6.21 There is no reliable or comprehensive data on the production or use of recycled aggregates. Historically, the production and sales of recycled and secondary aggregate have been recorded on a Berkshire county-wide level. However, sales data for Central and Eastern Berkshire has been recorded since 2014. Sales of recycled and secondary aggregate in Berkshire during this period suggest an overall increase in sales but with a spike in sales in 2016 (see Table 2). Similarly, the wider South East has seen an overall increase but with a spike in 2017. In comparison, Central and Eastern Berkshire has seen a steady increase in sales.

Table 2: Sales of recycled and secondary aggregate in the Central and Eastern Berkshire, Berkshire, and the South East (thousand tonnes)

Year	Central & Eastern Berkshire	Berkshire Sales	South East
2014	85	408	3,628
2015	103	400	4,223
2016	128	498	4,034
2017	131	451	4,875
2018	138	459	4,581
5 Year Average	132	443	4,268

Source: Aggregate Monitoring survey data and South East Aggregate Monitoring Report⁶⁹

- 6.22 There are no known commercial resources of oil and gas in Central and Eastern Berkshire. Whilst there is coal present within the Plan area, this resource is not currently prospective for exploitation.
- 6.23 Both chalk and clay are not currently being extracted for an industrial purpose.
- 6.24 There are several options available to Central and Eastern Berkshire to supply the Plan area with minerals and there is a need for this to be supported to allow

⁶⁹ South East Aggregate Monitoring Report 2018 - <https://documents.hants.gov.uk/see-awp/SEEAWP-annual-report-2018.pdf>

for flexibility in demand and changes in market. Therefore, the Central & Eastern Berkshire Authorities will plan to facilitate minerals of the right type, in the right place and at the right time.

Policy M1

Sustainable minerals development strategy

The long term aims of the Plan are to provide and/or facilitate a steady and adequate supply of minerals to meet the needs of Central and Eastern Berkshire in accordance with all of the following principles:

- a) Work with relevant minerals planning authorities to maintain the supply of aggregate not available within Central and Eastern Berkshire;
- b) Deliver and/or facilitate the identified aggregate demand requirements (Policy M3);
- c) Facilitate the supply of other mineral to meet local demands (Policy M6);
- d) Be compliant with the spatial strategy for minerals development (Policy M4).
- e) Take account of wider Local Plans and development strategies for Central and Eastern Berkshire.

Implementation

- 6.25 The Central & Eastern Berkshire Authorities will work jointly to maintain the supply of minerals that serve the wider Plan area. They will also work closely with relevant mineral planning authorities to plan for the provision of aggregates from outside of the Plan area that supply Central and Eastern Berkshire. This will be established through Statements of Common Ground.
- 6.26 Statements of Common Ground will be regularly reviewed through the 'duty to cooperate' to ensure the issues outlined are still relevant.
- 6.27 The spatial strategy for minerals development is outlined in Policy M4 which includes allocated sites and locational criteria for new aggregate provision.
- 6.28 The Joint Minerals & Waste Plan needs to enable minerals and waste development that complements the delivery of the strategies outlined in the wider Local Plans and vice versa.

Monitoring

6.29 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Effective engagement with relevant mineral planning authorities.	Up-to-date Statement of Common Ground and annual 'duty to cooperate' (reported in the Local Aggregate Assessment).	n/a

Safeguarding Mineral Resources

- 6.30 Minerals are a valuable but finite resource that can only be won where they naturally occur. Safeguarding of viable or potentially viable mineral deposits from sterilisation by surface development is an important component of sustainable development. Safeguarding means taking a long-term view to ensure that sufficient resources will be available for future generations, and importantly, options remain open about where future mineral extraction might take place with the least environmental impact. National planning policy⁷⁰ is that planning authorities should safeguard mineral deposits that are of local or national importance against non-minerals development by defining Mineral Safeguarding Areas (MSAs) in their plans and not normally permit development in Mineral Safeguarding Areas if it constrains their potential future use⁷¹.
- 6.31 Minerals of local and national importance will be safeguarded and defined by Mineral and Waste Safeguarding Areas (MWSA). This safeguarding will be achieved by encouraging extraction of the underlying minerals prior to development proceeding, where practicable, if it is necessary for the development to take place within the MWSA.
- 6.32 In Central and Eastern Berkshire, clay and chalk are only extracted for local needs and not for industrial purposes. Neighbouring planning areas have not raised a shortfall in provision of clay and chalk and therefore, the minerals are not considered of sufficient importance to warrant safeguarding. The key mineral deposit in Central and Eastern Berkshire is sand and gravel. The deposits of sand and gravel, although widespread, are relatively shallow, and the material can be processed away from the site, where required. The location of sand and gravel often closely coincides with existing settlement patterns. As such, there is a strong potential for new surface development to be proposed on or close to these important mineral deposits.
- 6.33 For these reasons, it is particularly important to have a firm framework for the safeguarding of sand and gravel resources which are or could be of potential importance.
- 6.34 The geological deposits in which soft sand is found are much more variable than deposits of sharp sand and gravel. As a result, information about the distribution of commercial reserves of soft sand is not available.

⁷⁰ National Planning Policy Framework (Para. 204 (c)) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

⁷¹ National Planning Policy Framework (Para. 206)

- 6.35 Neighbouring areas which contain soft sand resources include West Berkshire, Hampshire, Surrey, Buckinghamshire and Oxfordshire. There are also soft sand resources within the wider South East, most notably Kent and West Sussex. However, several authorities have a significant proportion of their soft sand resources located within Areas of Outstanding Natural Beauty (West Berkshire and Surrey) or within the South Downs National Park (Hampshire and West Sussex).
- 6.36 The presence of such designations restricts the availability of soft sand resources in these areas. As such, soft sand supply issues may occur in the near future, in particular in the wider region (West Berkshire, Hampshire, Surrey and West Sussex) as resources outside of the designated areas deplete.
- 6.37 Central and Eastern Berkshire is already dependent on soft sand supplies from outside of the Plan area. Therefore, securing future supplies may become more of an issue as other mineral planning authority areas seek to source their supplies from elsewhere (outside of designated areas). As such, it is considered that deposits of soft sand where they are identified, are also safeguarded.
- 6.38 It is important to note that there is no automatic presumption that planning permission for the winning and working of sand and gravel will be granted in MWSAs.

Policy M2

Safeguarding sand and gravel resources

1. Sharp sand and gravel and soft sand resources of economic importance, and around active mineral workings, are safeguarded against unnecessary sterilisation by non-minerals development.
2. Safeguarded mineral resources are defined by the Minerals and Waste Safeguarding Area illustrated on the Policies Map.
3. Non-minerals development in the Minerals and Waste Safeguarding Area may be permitted if it can be demonstrated that the option of prior extraction has been fully considered as part of an application, and:
 - a. Prior extraction is maximised, taking into account site constraints and phasing of development; or
 - b. It can be demonstrated that the mineral resources will not be sterilised; or
 - c. It would be inappropriate to extract mineral resources in that location, with regard to other policies in the wider Local Plans.

Implementation

6.39 The extent of MWSA will be based on information about aggregate sand and gravel resources from the British Geological Survey and other sources of geological information, plus existing mineral working permissions and the nature and duration of any such operations. In some instances, the MWSAs will apply to sand and gravel deposits beneath existing built up urban areas. This ensures sand and gravel deposits and the possibility for prior extraction is taken into account when proposals for large scale redevelopment are considered. The broad extent of sand and gravel resources to which the MWSA will apply are shown on the Key Diagram and Policies Map.

6.40 In assessing development proposals within the MWSA, the Central & Eastern Berkshire Authorities will have regard, amongst other things, to the size and nature of the proposed development, the availability of alternative locations and the need for phasing of the proposed development. Account will also be taken of the quantity and quality of the sand and gravel that could be recovered by prior extraction and the practicality and environmental impacts of doing so. A minimum plot size of 3 hectares⁷² will apply in the safeguarding process to

⁷² Minerals and Waste Safeguarding Study (July 2020) – www.hants.gov.uk/berksconsult

avoid repeated consideration of prior extraction where this can be assumed to be uneconomic, due to the small size of the parcels of land involved. However, applications will be monitored to ensure a piecemeal approach is not taken which could accumulate to have an impact on resources.

- 6.41 Developers are responsible for preparing a Mineral Resource Assessment which will need to assess the actual or potential commercial value of the underlying mineral deposit. The developer should determine the type, depth and quality of sand and gravel deposits within the site. In order to demonstrate that prior extraction has been fully considered, the developer must undertake an assessment of the practicality of prior extraction, either for use in the development itself or elsewhere.
- 6.42 In reviewing the potential for prior extraction developers should consider whether the extraction of part of the sand and gravel deposit within the site can be undertaken, even if removal of the entire deposit appears impractical. This might apply, for example, in a case – perhaps on a site close to land liable to flood where the removal of the upper levels of the deposit could be undertaken, whereas the removal of the entire deposit would render the land unsuitable without the importation of inert material to raise the ground level above flood levels.
- 6.43 In considering proposals for prior extraction, it will also be important to ensure that the environmental impacts of the development are contained. In most cases, the shallowness of the layers of sand and gravel means it can be extracted without blasting. As a result, it is unlikely that the extraction operation will give rise to additional environmental effects, over and above those of the development operation itself, that would preclude prior extraction.
- 6.44 Safeguarding does not necessarily mean that other forms of development should not take place where sand and gravel deposits occur. However, developers will need to demonstrate, through the preparation of a Mineral Resource Assessment, that the sand and gravel deposit has no commercial value, or that they have fully explored the use of the underlying sand and gravel in preparing development proposals. Alternatively, the policy includes provision for temporary developments and can allow specific projects of demonstrable overriding importance in the Central & Eastern Berkshire Authorities' Local Plans to proceed.
- 6.45 It is expected that, as a minimum requirement, incidental recovery of sand and gravel as part of a non-mineral development will take place.

6.46 National Planning Guidance⁷³ states that a Minerals Consultation Area (MCA) should be produced based on the MSA. The Central and Eastern Berkshire Authorities' Mineral and Waste Consultation Area (MWCA) includes a buffer of 250 metres around quarries and 50 metres around other mineral operations. The MWCA will be applied by the Central & Eastern Berkshire Authorities to determine whether they need to consult a neighbouring Mineral Planning Authority or each other on an application and to ensure that minerals and waste issues are taken into consideration when determining non-minerals or waste applications.

6.47 A list of safeguarded sites (operational and planned) is outlined in Appendix E and will be maintained by the Central & Eastern Berkshire Authorities. This will be updated as permissions are granted, and sites are completed and no longer require safeguarding.

Monitoring

6.48 Monitoring Indicator:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Mineral Safeguarding	Area (Hectares) of MWSA on completed sites above 3 ha in size, sterilised by non-minerals development.	Year on year increase over 5 years.

⁷³ National Planning Practice Guidance (Paragraph: 003 Reference ID: 27-003-20140306)

Managing the supply of aggregate

6.49 The requirement under national planning policy⁷⁴ is that minerals policies should make provision for ensuring a steady and adequate supply of aggregates for the construction industry and wider economy by means of maintaining a ‘landbank’.

Local Aggregate Assessment

6.50 The Local Aggregate Assessment (LAA) reviews the demand and supply of aggregate in the area and is reported annually. The LAA contains:

- A forecast of demand for aggregates based on the rolling average of 10-years sales and other relevant local information. The 3-years sales data should also be reviewed as this may indicate an increase in future supply;
- Analysis of all supply options including land-won, marine-won (dredged) and recycled or secondary aggregate. Imports and exports of aggregate also need to be considered;
- An assessment of the local issues that may influence the situation such as environmental constraints or economic growth.
- If there is considered to be a shortage in supply, the conclusions need to outline how this is to be addressed.

Landbank

6.51 A landbank is a stock of mineral planning permissions which together allow sufficient minerals to be extracted to meet a defined period at a given rate of supply. The landbank is recalculated each year and is then reported in the LAA.

6.52 Landbanks are used as a monitoring tool by Mineral Planning Authorities to forecast whether a steady and adequate supply of aggregate can be maintained in their Plan area. If the landbank cannot be maintained, this can act as a trigger to highlight to the Mineral Planning Authorities that the existing sites are not sufficient and therefore, new permissions are required.

6.53 National planning policy⁷⁵ also requires mineral planning authorities to make provision for the maintenance of a landbank of at least seven years for sand and gravel. Reserves of sand and gravel in Central and Eastern Berkshire with planning permission for extraction (permitted reserves) at 31st December 2018 were 6.053 Million tonnes (Mt).

⁷⁴ National Planning Policy Framework (Para. 207) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

⁷⁵ National Planning Policy Framework (Para. 207 (f))

- 6.54 Star Works Quarry in Wokingham Borough had a remaining soft sand reserve at the end of December 2018. However, the inactive quarry will require approval of working conditions before any extraction can proceed, and therefore it cannot be included in the total permitted reserves.
- 6.55 Total permitted reserves are therefore 5.857 Mt (discounting Star Works Quarry). The Central and Eastern Berkshire – Local Aggregate Assessment for the period 2018, determined the LAA Rate as 0.628 Mt⁷⁶. This LAA Rate has been applied as the Plan Provision rate as it has been robustly justified⁷⁷ and agreed by the SEEAWP. Application of the LAA Rate results in a landbank of 9.3 years.
- 6.56 The Plan period is up to 2036. If the LAA rate is projected forward from 2018 to 2036 a total of **11.304 Mt** of sharp sand and gravel would be required over the course of the Plan. Taking into account that current permitted reserves for Central and Eastern Berkshire are 5.857 Mt (not including Star Works Quarry). This means that there is a total requirement of **5.447 Mt** of sharp sand and gravel (0.628 Mt per annum).
- 6.57 A change in local circumstances will have an impact on demand and therefore, the landbank. The proposed Heathrow airport expansion, subject to ongoing legal challenges and consultations, is such an example which would create a local increase in demand for aggregate. However, there is currently a significant level of uncertainty over the proposals for the Heathrow airport expansion with regard to timings and construction methods which would influence demand. It is therefore, accepted that the provision rate may change over the Plan period in order to maintain the landbank and a steady and adequate supply of aggregate. This will be monitored through the Local Aggregate Assessment and reviewed within three years, where necessary.
- 6.58 Soft sand and crushed rock are provided from outside of the Plan area and the continuation of this supply will be enabled in cooperation with other Mineral Planning Authorities (as outlined in Policy M1).
- 6.59 Due to geological constraints, the supply of crushed rock over the Plan period will all be met from outside the Plan area, most notably Somerset. The security of supply is established through Local Aggregate Assessments⁷⁸.

⁷⁶ Central and Eastern Berkshire: Local Aggregate Assessment 2019 – www.hants.gov.uk/berksconsult

⁷⁷ The Assessment was undertaken following SEEAWP LAA: Supplementary Guidance - <https://documents.hants.gov.uk/see-awp/SEEAWP-SuppLAAGuidance-July2019.pdf>

⁷⁸ Somerset Local Aggregate Assessment (Fourth Edition, 2016) – <http://www.somerset.gov.uk/EasySiteWeb/GatewayLink.aspx?allid=124408>. 28.4 years of supply of crushed rock.

Policy M3

Sand and gravel supply

1. Provision will be made for the release of land to allow a steady and adequate supply of sand and gravel for aggregate purposes in Central and Eastern Berkshire at an average rate of 0.628 million tonnes a year to 2036, subject to the impact of local circumstances on demand.
2. A landbank of permitted reserves for the winning and working of sharp sand and gravel sufficient for at least 7 years' supply will be maintained through the Plan period.

Implementation

- 6.60 The policy seeks to ensure a steady and adequate supply of sand and gravel during the Plan period and maintain at least 7 years of permitted reserves.
- 6.61 Annual monitoring will be undertaken by the Central & Eastern Berkshire Authorities and reported in the Local Aggregate Assessment to ensure that, if required, permissions can be granted for mineral extraction before the landbank falls below 7 years.
- 6.62 It should be noted that the mineral extraction sites have been identified as locations where planning permission is most likely to be granted to maintain the landbank and where policies to ensure extraction in these locations and others, likely to come forward during the course of the Plan, do not have a significant impact. However, the Central & Eastern Berkshire Authorities cannot dictate that acceptable applications are submitted, and the required level of production is maintained.
- 6.63 It is recognised that the landbank can only be maintained if industry comes forward with planning applications in acceptable locations. The implementation of Policy M3 is therefore, reliant on the aggregate industry as well as the Central & Eastern Berkshire Authorities as the relevant Minerals Planning Authority.
- 6.64 Soft sand supplies that arise within the Plan area, will be addressed by Policy M4.
- 6.65 The effectiveness of the policy will need to be carefully monitored through the Local Aggregate Assessment to ensure that changes in local circumstances are reflected in any future provision rate. However, it should also be recognised

that these changes maybe time-limited due to their association with specific large-scale infrastructure projects such as proposed Heathrow airport expansion, rather than a long-term trend.

Monitoring

6.66 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Steady and Adequate Supply	Sand and gravel sales fail to achieve provision rate.	Breach over 3 consecutive years.
	Sand and gravel sales exceed provision rate.	Increasing trend in sales (above provision rate) over 5 consecutive years.
	Landbank falls below 7 years of permitted reserves.	Breach over 3 consecutive years.

Locations for sand and gravel extraction

- 6.67 There are a number of existing sites which currently extract sharp sand and gravel. There are no soft sand sites but there has been incidental soft sand extraction and a former soft sand quarry which has not been operational for a number of years. These sites have a role in the supply of sand and gravel during the Plan period.
- 6.68 Star Works is inactive but retains approved soft sand reserves. The site now forms a landfill which is due to close in the near future and there are no current plans to extract the remaining reserves. Waste uses continue to operate on other parts of the site.
- 6.69 There is a requirement to provide an additional **5.447 Mt** of sharp sand and gravel (**0.628 Mt per annum**) during the Plan period. As such, there is a need to identify sites for local land-won aggregate.
- 6.70 The new sites identified in Policy M4 have been nominated by industry and have been assessed to be appropriate for development subject to the relevant development considerations outlined in Appendix A.
- 6.71 The exact timings of sites coming forward will depend on the market conditions, extraction rates at existing sites and planning permission being granted.
- 6.72 Despite new site allocations, there is still likely to be a shortfall in supply during the Plan period⁷⁹. The aggregate industry has not identified sufficient sites to plug this gap at present. The minerals industry is market-led, and it recognised that there is likely to be a need for future requirements, particularly considering major infrastructure projects in the area such as the proposed Heathrow airport expansion. In order to provide flexibility in supply and to allow industry to bring forward appropriate sites, Policy M4 (3) outlines a contingency approach to ensure that the landbank is maintained and therefore a steady and adequate supply.

⁷⁹ Minerals Background Study (July 2020) – www.hants.gov.uk/berksconsult

Policy M4

Locations for sand and gravel extraction

A steady and adequate supply of locally extracted sand and gravel will be provided by:

1. The extraction of remaining reserves at the following permitted sites:
 - a. Horton Brook Quarry, Horton
 - b. Riding Court Farm, Datchet
 - c. Sheephouse Farm, Maidenhead
 - d. Poyle Quarry, Horton
 - e. Water Oakley, Holyport

2. Extensions to the following existing sites:
 - a. Horton Brook & Poyle Quarry, Horton (MA1)
 - b. Poyle Quarry, Horton (MA 2)

3. Proposals for new sites not outlined in Policy M4 (1 and 2) will be supported, in appropriate locations, where:
 - a. They are situated within the Area of Search (as shown on the Policies Map); and
 - b. They are needed to maintain the landbank; and/or
 - c. Maximise opportunities of existing infrastructure and available resources; or
 - d. At least one of the following applies:
 - i. The site contains soft sand;
 - ii. The resources would otherwise be sterilised; or
 - iii. The proposal is for a specific local requirement.

Implementation

6.73 The allocation of sites does not convey that planning permission will be automatically granted but indicates the locations that could provide sustainable development subject to the development considerations being addressed (see Appendix A).

6.74 The Area of Search is shown on the Policies Map. However, the criteria defining the Area and therefore, the extent will change as land uses change and new designations are made or amended. Sites identified within the Area of Search will still be subject to planning permission.

- 6.75 Proposals for new sites will be supported where they are in ‘appropriate locations’ and therefore, comply with all relevant policies within this Plan and M4 (4a, b or c).
- 6.76 Minerals extraction is not considered inappropriate in Green Belt locations subject to certain provisions (see DM6).
- 6.77 Landbanks can be used as an indicator for whether additional provision needs to be made for new aggregate extraction. Applications for the extraction of sand and gravel will not necessarily be refused if the landbank stands at over 7 years. National planning policy⁸⁰ states that provision should be made to maintain the landbank at ‘at least’ 7 years for sand and gravel. However, consideration should also be given to the productivity of existing sites and the need to ensure that large landbanks are not bound to only a few sites which could lead to the stifling of competition.
- 6.78 Conversely if the overall landbank of aggregates at the time of an application for mineral extraction stands at less than 7 years, this does not mean that an application will inevitably be approved. Government guidance confirms that landbank policies do not remove the discretion of Mineral Planning Authorities to refuse applications which are judged to have overriding objections. Whilst Mineral Planning Authorities should use the size of the landbank as an indicator for when new permissions for extraction of aggregates are likely to be needed, consideration should be given to other allocations and policies in the Plan.
- 6.79 The acceptability of extending existing quarries will be assessed on a case-by-case basis and will include the assessment of cumulative impacts which may be associated with continued working and other economic considerations such as market areas.
- 6.80 The performance of operators will be a material consideration in decision-making as outlined in Policy DM15.
- 6.81 Due to the variable nature of soft sand deposits in the Plan area, where suitable resources are identified in appropriate locations, these should be exploited to supplement supply, provided that the development is undertaken in accordance with the relevant Development Management policies.

⁸⁰ National Planning Policy Framework (para. 207 (f)) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

6.82 Opportunities for prior extraction should be fully considered as part of an application for non-minerals development within the Minerals and Waste Safeguarding Area in accordance with Policy M2.

6.83 A 'specific local requirement' as referenced in M4(3)(diii) is defined as a project within Central and Eastern Berkshire or a neighbouring planning authority area and may include beneficial uses where the primary purpose for its extraction is not for the mineral and it takes place to support other non-mineral developments in a given location e.g. creation of agricultural reservoirs, recreational lakes or borrow pits for a special localised need.

6.84 Although borrow pits are not generally supported, there are some circumstances where they are the only sustainable way of providing aggregates for another planned local development project such as the construction of new roads or major built development. This is particularly likely to be the case where a borrow pit would minimise the potential impacts on local communities and the environment. Borrow pits can help to safeguard resources of higher-grade material for primary uses. Proposals for borrow pits will only be permitted where there is a clearly identified need, where the aggregate extracted is for use only within the specific construction projects in which it is related to, and the site is located on land surrounding the construction project, within a 'corridor of disturbance' which would be determined on a case-by-case basis.

6.85 Significant infrastructure projects, such as the Heathrow airport expansion proposal, are likely to require borrow pits. Where these sites are already identified in the Joint Minerals & Waste Plan the development considerations should be taken into consideration in the delivery of the Nationally Significant Infrastructure Project.

Monitoring

6.86 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Sand and gravel supply	Landbank falls below 7 years of permitted reserves.	Breach over 3 consecutive years.

Supply of recycled and secondary aggregates

- 6.87 Recycled aggregates are those derived from construction, demolition and excavation activities that have been reprocessed to provide materials or a product suitable for use within the construction industry. It includes materials such as soils and subsoil, concrete, brick or asphalt for re-use that would otherwise be disposed. On the other hand, secondary aggregates are usually by-products of other construction or industrial processes. For example, Incinerator Bottom Ash (IBA) at energy recovery facilities is a by-product of the incineration process that can be processed into a secondary aggregate for road construction. Other secondary aggregates include spent railway ballast, recycled glass, plastics and rubber (tyres).
- 6.88 Highway maintenance work has the potential to comprise a relatively large source of recycled aggregate through recycled road planings, asphalt, concrete kerbs and soils.
- 6.89 A significant amount of recycled and secondary aggregate is processed on development and construction sites, but an increasingly large amount is processed at free standing sites or sites located within existing minerals and waste activities such as mineral extraction, waste transfer, materials recovery and landfilling.
- 6.90 No secondary aggregate is produced within Central and Eastern Berkshire.
- 6.91 National policy requires the 'contribution that substitute or secondary and recycled materials can make to the supply of materials to be taken into account, before considering extraction of primary materials'⁸¹. The Central & Eastern Berkshire Authorities do not control how much aggregate is recycled but can enable and encourage recycling facilities to meet demand.
- 6.92 Given the urbanised nature of much of Central and Eastern Berkshire and the development required as part of future development plans, the main source of non-primary aggregates will be recycled aggregates. It will therefore be important that adequate recycling facilities are available to enable aggregates to be recovered from construction and demolition waste.
- 6.93 It is estimated that, based on operator returns to the Aggregate Monitoring survey and Environment Agency permits, the recycling capacity for aggregate in 2018 was 0.39 Million tonnes (Mt). However, due to the temporary nature of the operations and the reality of operations taking place at the sites, the

⁸¹ National Planning Policy Framework (Para. 204 (b)) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

capacity is likely to be more in the region of **0.05 Mt**. The operations will be safeguarded (see Policy M8) and the capacity should be considered as a minimum to be maintained.

Policy M5
Supply of recycled and secondary aggregates

1. Recycled and secondary aggregate production will be supported, in appropriate locations, to encourage investment in new and existing infrastructure to maximise the availability of alternatives to local land-won sand and gravel.
2. The supply of recycled aggregate will be provided by maintaining a minimum of 0.05 million tonnes per annum.

Implementation

6.94 Proposals for new sites will be supported where they are in ‘appropriate locations’ and therefore, comply with all relevant policies within this Plan and W4 (2).

6.95 Recycling capacity can be provided by mobile plant operating on construction sites, but further permanent facilities will be necessary to increase the capacity baseline.

Monitoring

6.96 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Aggregate recycling capacity	Aggregate production capacity reduced by more than 5000 tonnes or 10% whichever is greater.	Breach over 2 consecutive years

Energy minerals

Oil and Gas

- 6.97 Oil and gas are nationally important mineral resources and it is government policy that exploration should be supported, and resources exploited subject to environmental considerations.
- 6.98 Oil and gas resources (known as ‘hydrocarbons’) are classed as either ‘conventional’ or ‘unconventional’. Conventional resources are situated in relatively porous sandstone or limestone rock formations. Unconventional sources are found where oil and gas has become trapped within a non-traditional reservoir such as shale rock and as such will require non-traditional methods of extraction.
- 6.99 As shale is less permeable (or easily penetrated by liquids or gases), it requires a lot more effort to extract the hydrocarbons from the rock. However, recent technological advancements have resulted in horizontal drilling which has made tapping into shale deposits more financially viable.
- 6.100 Hydraulic fracturing (sometimes referred to as ‘fracking’) is a technique used in the extraction of oil or gas from shale rock formations by injecting water at high pressure. This process has caused some controversy. Whilst the government identified a pressing need to establish (through exploratory drilling) whether or not there are sufficient recoverable quantities of unconventional oil and gas present to facilitate economically viable full-scale production, hydraulic fracturing will not proceed in England following the publication of new evidence⁸² highlighting that it is not currently possible to accurately predict the probability or magnitude of earthquakes linked with the operation.
- 6.101 There are no known commercial resources of oil and gas in Central and Eastern Berkshire, although viable conventional resources of oil and gas have been identified and are being exploited in neighbouring counties, such as Hampshire.
- 6.102 Oil and Gas licences are granted by the Oil and Gas Authority and confer rights for persons to search for, bore and produce petroleum resources. Oil and gas activity comprise a number of different stages including the exploration of oil and gas prospects, appraisal of any oil and gas found, production and distribution. The production and distribution of oil and gas usually involves the location of gathering stations which are used to process the oil and gas extracted. All stages require planning permission from the relevant mineral

⁸² Oil and Gas Authority Report - <https://www.ogauthority.co.uk/exploration-production/onshore/onshore-reports-and-data/preston-new-road-pnr-1z-hydraulic-fracturing-operations-data/>

planning authority. The development of gathering stations requires more rigorous examination of potential impacts than exploration or appraisal.

- 6.103 There are currently no licence areas within Central and Eastern Berkshire. A former licence area within Windsor (PEDL 236) was relinquished in 2014.
- 6.104 There have also been two exploratory wells within the Central and Eastern Berkshire area, but these were completed in 1966 and 1974 respectively.
- 6.105 The lack of a current licence area and the fact that earlier exploratory wells did not lead to further appraisal or production suggests that there are no opportunities presently for the provision of oil and gas.
- 6.106 It is considered that should technology advances and more information on geological conditions become available, and the situation changes; there are sufficient policies within national planning policy⁸³ to determine any application for oil and gas.

Coal

- 6.107 There is a significant coal seam in West Berkshire which runs into the western edge of Central and Eastern Berkshire. It is deep underground and not considered to be viable for extraction. Due to the depth of the deposits, open cast mining would be impractical, and any exploitation would need to be by underground mining. The coals are present in a thin gas seam and the coal measures are considered as not prospective for coalbed methane.
- 6.108 Whilst it is considered unlikely that an application will come forward for coal extraction, in such event, national planning policy⁸⁴ would provide sufficient guidance in determining any such application.

⁸³ National Planning Policy Framework (most notably Para. 205) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

⁸⁴ National Planning Policy Framework (most notably Para. 211)

Other non-aggregates

Chalk

- 6.109 In Berkshire, chalk was of some local importance and the use of chalk for agricultural purposes dates back to Roman times.
- 6.110 The geological outcrops of chalk in Berkshire are fairly extensive, but demand for new workings is very limited.
- 6.111 The continuing demand for chalk as agricultural lime is very low. The last active chalk pit in Berkshire, at Pinkneys Green (Hindhay Quarry) near Maidenhead is currently being restored. Some of the chalk from this pit was also used as bulk fill.
- 6.112 Due to lack of demand for chalk for industrial processes there is no requirement to make 15 years provision of chalk (as cement primary) as outlined in national planning policy⁸⁵. As such, no allocations for chalk extraction are required and any future proposals can be determined using Policy M6.

Clay

- 6.113 Common clay was one of the main minerals produced in Berkshire until the 20th century. The most important were the land clay pits of the Lambeth Group and some of these were worked for over 200 years.
- 6.114 Some clay is dug intermittently from deposits near Reading and elsewhere for use as bulk fill or for sealing sites which are to be filled with putrescible waste. These are generally 'one-off' operations, and there appears to be no demand for claypits to be established to serve these markets on a long-term basis.
- 6.115 In the past, Berkshire had numerous small workings for clay for making bricks and tiles, but the mass production of bricks at much larger brickworks elsewhere in the region and the more general use of concrete tiles, has led to the closure of all the brick and tile works within the Berkshire area.
- 6.116 The last remaining brick and tile works was located at Star Works, Knowl Hill, between Reading and Maidenhead. Although the site contains extensive permitted reserves of clay, the manufacture of bricks and tiles ceased during the 1990s.

⁸⁵ National Planning Policy Framework (Para. 208 (c)) – https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

6.117 There have not been any operational claypits permitted to support industrial processes for over 10 years.

6.118 Due to the lack of current brick and tileworks within Central and Eastern Berkshire, there is no requirement to make 25 years provision of brick-making clay as outlined in national planning policy⁸⁶. As such, no allocations for clay extraction are required to support the supply and any future applications can be addressed by Policy M6. However, demand for these minerals will be monitored in case demand increases and markets change.

Policy M6

Chalk and clay

1. Proposals for the extraction of chalk and clay to meet a local requirement will be supported, in appropriate locations, subject to there being no other suitable, sustainable alternative source of mineral available.

Implementation

6.119 Proposals for the extraction of non-aggregate minerals will be supported where they are in 'appropriate locations' and therefore, comply with all relevant policies within this Plan. Chalk and clay in particular will be assessed to consider whether the material concerned is needed to meet a specific local requirement which would supply Central and Eastern Berkshire or the immediate surrounding planning authority areas.

6.120 The supply of clay to landfill sites outside the Plan area would not be favoured because it would likely result in transportation over greater distances. The policy does not seek to establish a maximum or guide distance because there is insufficient evidence available to define such a figure, and criteria may vary. However, in practice it is considered unlikely that a proposal to supply a landfill beyond the 'local requirement' range would be promoted, because the practicalities of distance and alternative supplies closer to the point of use would preclude such proposals being commercially realistic. Similar considerations apply to the supply of chalk for production of agricultural lime.

⁸⁶ National Planning Policy Framework (Para. 208 (c)) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

Monitoring

6.121 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Chalk extraction	Amount of chalk extraction in tonnes per annum.	Increase in sales over 5 years.
Clay extraction	Amount of clay extraction in tonnes per annum.	Increase in sales over 5 years.

Aggregate wharves and rail depots

- 6.122 Central and Eastern Berkshire has many close functional interrelationships with its neighbouring authorities. Minerals won and processed in Central and Eastern Berkshire are not necessarily used within the Plan area. Some are likely to be transported elsewhere and at the same time minerals, such as crushed rock, which is not found within Central and Eastern Berkshire, are supplied from elsewhere.
- 6.123 All movements of mineral within the Plan area are undertaken by road as there are currently no aggregate rail depots or wharves within Central and Eastern Berkshire.
- 6.124 National policy encourages the use of sustainable transport⁸⁷. During the life of the Plan, opportunities to utilise navigable stretches of the Thames, or canals or waterways within Central and Eastern Berkshire for water-based transportation of minerals may arise.
- 6.125 Central and Eastern Berkshire is well connected by rail, but it is dependent on rail depots at Theale in West Berkshire. However, establishing aggregate rail depots is difficult due to the limited locations. Freight path capacity, including the timetabling for Crossrail, will also be a restricting factor in supply. The rail depot in neighbouring Slough currently supplies the immediate operations and no further material is transported from the site. However, should the proposed Heathrow airport expansion proceed, the site may provide an opportunity for an aggregate rail depot which could supply the Plan area.
- 6.126 The Kennet & Avon Canal which joins Bristol and Reading via Newbury is a small waterway and is not considered to have significant potential for freight movement⁸⁸. It is currently unknown whether the River Thames is suitable for freight from Windsor Bridge to Staines Bridge although large barges are able to use this waterway⁸⁹. However, this may be limited as the river is non-tidal from Teddington Lock.
- 6.127 The potential for a rail depot or aggregate wharf in the Plan area could reduce local road impacts, although the likelihood of this opportunity is dependent on a number of factors including location of minerals, connectivity and cost.

⁸⁷ National Planning Policy Framework (Para. 102) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

⁸⁸ WA Policy on Freight on Inland Waterways (2012) - www.waterways.org.uk/pdf/freight_policy

⁸⁹ The River Thames and Connecting Waterways 2013-2014 -

www.gov.uk/government/uploads/system/uploads/attachment_data/file/289796/LIT_6689_3e9c5e.pdf

Policy M7

Aggregate wharves and rail depots

1. Proposals for aggregate wharves or rail depots will be supported:
 - a. At Monkey Island Wharf, Bray (TA 1); and
 - b. In appropriate locations with good connectivity to:
 - i. The Strategic Road Network; and/or
 - ii. The rail network; and/or
 - iii. Minerals infrastructure.

Implementation

- 6.128 The allocation of sites does not convey that planning permission will be automatically granted but indicates that the locations could provide sustainable development subject to the development considerations being addressed (see Appendix A),
- 6.129 Proposals for new sites will be supported where they are in 'appropriate locations' and therefore, comply with all relevant policies within this Plan.
- 6.130 In order to ensure that the proposal allows for the sustainable movement of materials, the site would need to have good connectivity to strategic transport infrastructure or minerals infrastructure such as a quarry or processing plant. Good connectivity is defined by Policy DM11.

Monitoring

- 6.131 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Aggregate rail depot capacity	Capacity (tonnes per annum).	A reduction in capacity over 5 years.
Aggregate wharf capacity	Capacity (tonnes per annum).	A reduction in capacity over 5 years.

Safeguarding other minerals development infrastructure

- 6.132 Safeguarding minerals infrastructure that supports the supply of minerals is just as important as safeguarding mineral resources. Safeguarding minerals infrastructure is a requirement of national planning policy⁹⁰ which states that Mineral Planning Authorities should safeguard: “existing, planned and potential sites for: the bulk transport, handling and processing of minerals; the manufacture of concrete and concrete products; and the handling, processing and distribution of substitute, recycled and secondary material”.
- 6.133 A particular problem that mineral infrastructure faces is the encroachment of incompatible land uses, such as housing, into the locality which may give rise to additional complaints about the existing mineral operations. This may result in a hindrance to operations and restrictions placed on the mineral site which impacts on supply.
- 6.134 Safeguarding potential sites for rail depots and wharves prevents future decisions being made without consideration of potential minerals and waste interests on appropriate sites.
- 6.135 Safeguarding also allows the Central & Eastern Berkshire Authorities to resist other types of future development which could be incompatible with existing minerals infrastructure and operations.

⁹⁰ National Planning Policy Framework (Para. 204 (e)) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

Policy M8

Safeguarding minerals infrastructure

1. Facilities for the bulk transport, handling and processing of minerals; the manufacture of concrete and concrete products; and the handling, processing and distribution of substitute, recycled and secondary material within the Plan area will be safeguarded for their on-going use.
2. Where this infrastructure is situated within a host quarry, wharf or rail depot, they will be safeguarded for the life of the host site.
3. Existing, planned and potential sites that enable the supply of minerals in Central and Eastern Berkshire will be safeguarded against development that would prejudice or jeopardise its operation by creating incompatible land uses.
4. Non-mineral development that might result in the loss of permanent mineral infrastructure will only be supported in the following circumstances:
 - a. The site is relocated with appropriate replacement capacity being provided within the Plan area; or
 - b. New capacity is provided within the Plan area which allows for the closure of sites; or
 - c. The requirements of the need for the alternative development are set out in wider Local Plans and development strategies outweigh the need for safeguarding.

Implementation

6.136 Any existing or planned mineral operation including rail depot or wharf will be automatically safeguarded and a list of safeguarded sites will be maintained by the Central & Eastern Berkshire Authorities. Safeguarded minerals sites will be shown on the Minerals and Waste Safeguarding Area and associated Consultation Area.

6.137 New or replacement capacity would only be considered to satisfy the circumstances outlined in Policy M8 if the capacity is provided within the Plan area.

- 6.138 In line with the “agent of change” principle in national planning policy⁹¹, potentially encroaching development will need to provide adequate mitigation measures to avoid prejudicing or jeopardising the safeguarded site or provide evidence that the safeguarded site will be unaffected.
- 6.139 There may be circumstances where the continued safeguarding of the site may be undesirable due to potential redevelopment opportunities such as regeneration. In these cases, some circumstances may enable the release of existing safeguarded sites.
- 6.140 In cases where aggregate rail depots or aggregate wharves in other Minerals Planning Authority areas provide a supply of aggregate to Central and Eastern Berkshire and are under threat of losing their safeguarding status which would result in a loss of capacity, the Central & Eastern Berkshire Authorities will provide support to defend the safeguarding or support the replacement of the capacity.
- 6.141 Statements of Common Ground with relevant Mineral Planning Authorities will regularly reviewed through the ‘duty to cooperate’. Support will be provided through information sharing, where relevant.

Monitoring

6.142 Monitoring Indicator:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Safeguarded permanent mineral sites.	Safeguarded permanent minerals and waste sites developed for other development uses without replacement capacity.	Number of safeguarded permanent minerals and waste sites developed for other development uses without replacement capacity > 0
	Loss of permanent mineral capacity.	Amount of capacity lost (in tonnes) through developed safeguarded permanent mineral sites.

⁹¹ National Planning Policy Framework (Para. 182) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

7. Delivery Strategy for Waste

7.1 This section addresses the development principles, spatial strategy and waste capacity needs over the plan period for waste management within Central and Eastern Berkshire.

Waste in Central and Eastern Berkshire

- 7.2 Waste is produced by households, businesses, industry, construction activities, government and non-government organisations, in different quantities and with different characteristics based on local circumstances. The UK already contains a wide network of waste management facilities. However, changes in waste production and efforts to make the best use of the resources contained within waste mean that these facilities and the need for them are continually changing.
- 7.3 Waste Planning Authorities (WPAs) are obliged to prepare Local Plans which identify sufficient opportunities to meet the identified needs of their area for waste management for all waste streams⁹². The review of waste properties enables its classification as non-hazardous, inert and hazardous.
- 7.4 The majority of non-hazardous waste is produced mainly from municipal solid waste (MSW) (sometimes referred to as 'household waste') and commercial and industrial waste (C&I) sources, while inert wastes derive mainly from construction, demolition and excavation (CD&E) activities. Although a minor contribution to the overall arisings, hazardous waste is produced from all three waste sources.
- 7.5 Waste can be managed in different ways, but the waste (management) hierarchy (see Figure 5) is a framework that has become a cornerstone of sustainable waste management, setting out the order in which options for waste management should be considered based on environmental impact (with disposal as the lowest priority). Waste planning has a role to play in driving waste 'up the hierarchy' by ensuring the right amount of appropriate facilities for each part of the hierarchy are planned for in the right place.

⁹² National Planning Policy for Waste (Para. 3) - https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/364759/141015_National_Planning_Policy_for_Waste.pdf

Figure 3: The Waste Management Hierarchy



Source: Waste Framework Directive (Directive 2008/98/EC)

- 7.6 In 2018 there were more than 30 waste management facilities in Central and Eastern Berkshire. However, these do not provide sufficient waste management treatment capacity for the estimated waste arisings (i.e. waste tonnage produced) in the area throughout the Plan period.
- 7.7 Accordingly, a number of significant movements of waste originating within Central and Eastern Berkshire are treated outside of the Plan area. In particular, identified long term movements of waste from Central and Eastern Berkshire are treated at facilities within the neighbouring Waste Planning Authorities of Oxfordshire, Slough and Surrey.
- 7.8 This section sets out the policies relating to the following issues:
- Safeguarding waste management facilities;
 - Waste capacity requirements;
 - The locations for waste management; and
 - Re-working landfills.
- 7.9 All policies include an explanation of the existing situation, supporting text regarding the policy and details on how the policy would be implemented and monitored.

Sustainable waste development strategy

7.10 Delivering sustainable waste management involves developing strategies and devising policies which will encourage the prudent use of resources whilst also taking into account the potential for waste growth.

7.11 In support of sustainable waste development, the Plan and its associated waste policies aim to support the revised Waste Framework Directive (2008/98/EC)⁹³ targets, of;

“by 2020, the preparing for re-use and the recycling of waste materials such as at least paper, metal, plastic and glass from households and possibly from other origins as far as these waste streams are similar to waste from households, shall be increased to a minimum of overall 50 % by weight; and

by 2020, the preparing for re-use, recycling and other material recovery, including backfilling operations using waste to substitute other materials, of non-hazardous construction and demolition waste excluding naturally occurring material defined in category 17 05 04 in the list of waste shall be increased to a minimum of 70 % by weight.”

7.12 Bracknell Forest Council, Reading Borough Council and Wokingham Borough Council formed a municipal waste management partnership called Re3 in 1999. Re3 produced a Joint Municipal Waste Management Strategy for the period 2008 to 2013. This was updated in 2016/17⁹⁴ and includes a target to achieve 50% reuse and recycling by 2020. In support of this target, Wokingham Borough Council introduced food waste collection in April 2019. Work is ongoing regarding an overarching update. This Plan will support any subsequent update.

7.13 More recently, the Government’s Resources and Waste Strategy⁹⁵ sets a blueprint for eliminating avoidable plastic waste, doubling resource productivity and eliminating avoidable waste by 2050. As well as a move towards a circular economy, the Strategy sets out challenging targets including:

- 50% recycling rate for household waste (2020);
- 65% recycling rate for municipal solid waste (2035);
- Municipal waste to landfill 10% or less (2035).

⁹³ Waste Framework Directive -

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

⁹⁴ Re3 Joint Municipal Management Strategy (2008 – 2013) -

<http://wokingham.moderngov.co.uk/documents/s10056/Re3%20Waste%20Strategy%20App.pdf>

⁹⁵ Our waste, our resources: a Strategy for England (2018) -

<https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

- 7.14 A number of significant movements of waste originating in the Plan area for treatment outside of the Plan area have been identified. These movements are scheduled to continue through much of the Plan period and their continuation has been considered in developing the Plan, though the long-term ambition is to achieve waste net self-sufficiency.
- 7.15 As net self-sufficiency seeks to cover the quantity of waste produced in the Plan area, but not necessarily the exact types of waste produced, it is recognised that a certain amount of waste movements in and out of the Plan area will continue.
- 7.16 In line with the Waste Management Plan for England⁹⁶ therefore, the Central & Eastern Berkshire Authorities will plan to provide new waste management facilities of the right type, in the right place and at the right time.

Policy W1

Sustainable waste development strategy

1. The long term aims of the Plan are to provide and/or facilitate sustainable management of waste for Central and Eastern Berkshire in accordance with all of the following principles:
 - a. Encourage waste to be managed at the highest achievable level within the waste hierarchy;
 - b. Locate near to the sources of waste, or markets for its use;
 - c. Maximise opportunities to share infrastructure at appropriate existing mineral or waste sites;
 - d. Deliver and/or facilitate the identified waste management capacity requirements (Policy W3);
 - e. Be compliant with the spatial strategy for waste development (Policy W4).
 - f. Where W1 (e) cannot be achieved, work with other waste planning authorities to provide the most sustainable option for waste management.

Implementation

- 7.17 Proposals will need to demonstrate how the development achieves the highest achievable level within the waste hierarchy and how much residual waste (requiring disposal) will typically be created per annum.

⁹⁶Waste Management Plan for England - <https://www.gov.uk/government/publications/waste-management-plan-for-england>

- 7.18 Depending on the facility type, waste management activities will be supported in principle where waste will be managed as close to its source as possible to reduce long distance transport, or where it is demonstrated that it represents sustainable development.
- 7.19 The Central & Eastern Berkshire Authorities will work jointly in planning for the provision of larger facilities that serve the wider Plan area. They will also work closely with neighbouring Waste Planning Authorities to plan for the provision of facilities that serve the wider South East.
- 7.20 Statements of Common Ground will be regularly reviewed through the ‘duty to cooperate’ to ensure the relationship with other Waste Planning Authorities outlined are still relevant.
- 7.21 Waste management capacity requirements are set out in Policy W3.
- 7.22 The spatial strategy for waste development is outlined in Policy W4 which includes identified waste sites and location criteria for new waste management development.

Monitoring

7.23 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Effective engagement with other waste planning authorities.	Up-to-date Statements of Common Ground and annual ‘duty to cooperate’	n/a
Application of the waste hierarchy.	Recovery capacity	Percentage of recovery capacity delivered is greater than recycling capacity delivered
	Landfill capacity	Percentage of landfill capacity delivered is greater than recovery capacity delivered

Safeguarding of waste management facilities

- 7.24 The Central & Eastern Berkshire Authorities have a network of waste treatment and transfer facilities which are critical to meeting the long-term waste management needs of the Plan area. In addition, there are also a number of significant long-term movements of waste arisings within the Plan area moving outside of the Plan area for treatment.
- 7.25 However, treatment capacity within the Plan area is less than the waste arisings generated. As such, it is considered that all waste management capacity facilities, including treatment and transfer facilities and those which provide a temporary function should be safeguarded from encroachment or loss to other forms of development, particularly in light of increasing pressures on land for competing uses such as housing.
- 7.26 It is important that existing and allocated waste sites are not hindered by 'encroachment' of inappropriate development in close proximity in order that the operational potential of the waste site is not negatively impacted.

Policy W2

Safeguarding of waste management facilities

1. All existing, planned and allocated waste management facilities shall be safeguarded against development that would prejudice or jeopardise their operation by creating incompatible land uses.
2. New waste management facilities will be automatically safeguarded.
3. Non-waste development that might result in a loss of permanent waste management capacity may be considered in the following circumstances:
 - a. The planning benefits of the non-waste development clearly outweigh the need for the waste management facility at the location taking into account wider Local Plans and development strategies; and
 - b. An alternative site providing an equal or greater level of waste management capacity of the same type has been found within the Plan area, granted permission and shall be developed and operational prior to the loss of the existing site; or
 - c. It can be demonstrated that the waste management facility is no longer required and will not be required within the Plan period

Implementation

- 7.27 Waste management sites are less geographically and geologically restricted than mineral sites but can face pressures from incompatible non-waste development. This is because many waste management activities can be located on industrial land, where land rental values can be high. Waste management typically generates less high value end products which means activities on prime industrial locations are not always viable to sustain.
- 7.28 Planning policy has a role to play in protecting waste management sites from competing pressures. It is important to avoid the loss of facilities or allocated waste management sites as this capacity may not be replaced elsewhere. This limits the ability to manage waste close to where it is generated and in sustainable locations in terms of transport, and the ability to maintain provision to meet waste management needs.
- 7.29 Furthermore, to encourage proposals for the necessary level of capacity required over the Plan period, new developed waste management facilities should be automatically safeguarded until the required capacity requirements have been met.
- 7.30 Safeguarded waste sites will be shown on the Minerals and Waste Safeguarding Area and associated Consultation Area.
- 7.31 It is recognised that it is not always appropriate to protect existing waste management sites from redevelopment or encroachment by other uses. Many planning permissions for waste management activities are temporary, which may reflect the aim of returning the land to its previous use or developing / restoring it for an alternative use longer term. Where temporary facilities are safeguarded, this will be for the duration of the planning permission related to the specific activity.
- 7.32 It may be appropriate to redevelop some safeguarded sites if they offer strong regeneration potential. The impact on the overall waste handling capacity would need to be assessed in order to maintain capacity levels. Any change in site use would need to be considered on a case-by-case basis to ensure sufficient waste capacity was maintained in the Plan area.
- 7.33 Sites for waste recovery to land operations using CD&E waste are not safeguarded as these generally involved other land uses and constitute a form of engineering works.
- 7.34 In the case of encroaching future development, it must be demonstrated that mitigation measures are in place to ensure that the proposed development is

adequately protected from any potential adverse impacts from the existing waste development.

- 7.35 Encroaching development is considered as any development which impacts upon the waste management activities or associated activity (such as transport) of a site.
- 7.36 In line with the “agent of change” principle in national planning policy⁹⁷, it will be expected that the potentially encroaching development will need to provide adequate mitigation measures to avoid prejudicing or jeopardising the safeguarded site or provide evidence that the safeguarded site will be unaffected. Different sites will require different assessments, for example encroachment on an inert waste recycling site might require a noise impact assessment while encroachment on a wastewater treatment works would require an odour impact assessment.
- 7.37 Where this infrastructure is located outside of the Plan area, the Central & Eastern Berkshire Authorities will provide support to the relevant Waste Planning Authority should there be the need to defend the safeguarding or support the replacement of the capacity.
- 7.38 Replacement capacity would only be considered to satisfy the circumstances outlined in Policy W2 if the capacity is provided within the Plan area. Alternative facilities will need to be applied for and developed with the specific intent that they are providing replacement capacity.
- 7.39 The replacement capacity can be provided in various ways, including new sites, expansion or intensification of existing sites and across multiple sites. It would be expected that the replacement capacity matches the type of waste management capacity that is being lost or achieves a higher level within the waste hierarchy.

⁹⁷ National Planning Policy Framework (Para. 182) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf

Monitoring

7.40 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Safeguarding permanent waste infrastructure.	Safeguarded permanent waste sites developed for non-waste uses without replacement capacity.	Number of safeguarded permanent waste sites developed for non-waste uses without replacement capacity > 0
	Loss of permanent waste management capacity	Amount of capacity lost (in tonnes) through developed safeguarded permanent waste sites.

Waste capacity requirements

- 7.41 Waste capacity requirements have been estimated through national data from waste management facilities and national and local information on waste capacity within and near the Plan area. Further details can be found in the Waste Background Study⁹⁸.
- 7.42 The Central & Eastern Berkshire Authorities will aim to provide and/or facilitate sustainable management of waste for Central and Eastern Berkshire within the Plan area. However, given the extent of existing movements of waste to treatment facilities outside of the Plan area, it is recognised that this may be difficult to prevent and that they will have to work with other Waste Planning Authorities outside of the Plan area.
- 7.43 Planning for the management of waste in line with this principle conforms with both National Planning Policy for Waste⁹⁹ and Planning Practice Guidance¹⁰⁰ which highlights that there is no expectation that each local planning authority should deal solely with its own waste to meet the requirements of self-sufficiency.
- 7.44 These movements of waste have an implication on the waste treatment capacity required within Central and Eastern Berkshire. The amount of waste 'imports' and 'exports' to and from the Plan area are not static. However, the capacity requirements identified provide what is considered the minimum additional amount of waste treatment capacity needed within Central and Eastern Berkshire.
- 7.45 Should the waste movements cease within the Plan period, it is expected that additional waste treatment capacity would be required within the Plan area. However, market forces may result in the capacity shortfall being addressed elsewhere.
- 7.46 The capacity requirements outlined in this Plan take into consideration current levels of capacity and seek to address the future arisings expected up to 2036. The key arisings and expected capacity gap are discussed in Table 3.
- 7.47 It is important to note that any calculations of waste arisings and capacity are estimates based on a number of assumptions and approximations. Furthermore, waste arisings are subject to significant yearly fluctuations.

⁹⁸ Waste Background Study (July 2020) – www.hants.gov.uk/berksconsult

⁹⁹ National Planning Policy for Waste (2014) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/364759/141015_National_Planning_Policy_for_Waste.pdf

¹⁰⁰ Planning Practice Guidance (Waste – Para. 007) - <https://www.gov.uk/guidance/waste>

Table 3 Estimated arisings and capacity gaps (based on 2018 data calculations, as detailed in the Waste Background Study)

Type of waste	Estimated arisings in 2036	Existing and allocated treatment capacity	Capacity gap based on difference between predicted arisings and treatment capacity
Tonnes per annum			
Non-hazardous	870,000	326,000	543,000
Inert	1,172,000	598,000	574,000
Hazardous	24,100	24,500	-400
Total	2,066,100	948,500	1,116,600

7.48 Each of the above waste streams consists of different materials that may need differing waste facilities. The non-hazardous waste stream can also be subdivided into materials that can be recycled and materials that need to go to recovery in order to divert them from landfill, as well as a small proportion of waste sludge.

7.49 The capacity gap for the main types of materials in each stream is considered in this Plan, while acknowledging that these may change in the future depending on markets, technologies and changes in waste composition.

Recycling capacity requirements for non-hazardous waste

7.50 Recycling is higher up the waste hierarchy than recovery or landfill, so is a preferable form of waste management. It includes a variety of waste streams, such as dry-mixed recyclables, composting and metals.

7.51 In total, taking into account forecast waste growth and the integration of a headroom capacity, detailed material analysis of waste known to be exported from the Plan area shows that around equal quantities of waste are leaving to be recycled, as are being recovered outside the Plan area. However, in order to promote recycling in line with the waste hierarchy, the Plan will aim to provide more recycling than recovery provision, around **300,000 tpa by 2036**.

Residual capacity requirements for non-hazardous waste

Recovery capacity

- 7.52 Treatment through means of recovery is encouraged, if recycling is not possible, in order to keep waste away from landfill.
- 7.53 The Royal Borough of Windsor & Maidenhead sends residual household waste to the Ardley Energy Recovery Facility (ERF) in Oxfordshire under a contractual agreement due to run to 2030, although two 5-year extensions have been agreed within the current arrangement which could extend this to 2040.
- 7.54 In addition, residual household waste from the Re3 Authorities (Bracknell Forest, Reading and Wokingham) is sent to the Lakeside ERF in Slough under a contract to 2031. This facility is immediately adjacent to the Plan area and meets the proximity principle for managing waste, that waste is managed as close as possible to the source.
- 7.55 The long-term contracts with these two facilities and the close working relationship, particularly between the Central & Eastern Berkshire Authorities and Slough Borough Council, mean that these waste movements are likely to continue in the future and address some of the capacity needs for arisings from the Plan area. However, any changes to the ability to send waste for recovery to these two facilities, particularly the Lakeside ERF, will significantly impact the projected waste capacity gap in the Plan area.
- 7.56 The Government has indicated that it prefers the proposed additional runway at Heathrow airport as an airport expansion option¹⁰¹ and, should the proposal proceed, Heathrow will submit a Development Consent Order (DCO) application to the Planning Inspectorate.
- 7.57 It is currently uncertain as to whether the Lakeside ERF will be lost or alternatively relocated. A planning application has been submitted for relocation to a site nearby. However, relocating such a facility is a complex project that is still subject to negotiation and practical considerations, as well as planning consents and other permits.
- 7.58 The potential loss of this facility would have a significant impact on waste capacity requirements within the Plan area and across the wider region. There are a number of other waste streams processed in facilities that are part of the Lakeside complex or nearby that could also be affected by the proposed

¹⁰¹ Government announcement regarding Heathrow expansion - www.gov.uk/government/news/government-decides-on-new-runway-at-heathrow

expansion of Heathrow and would further exacerbate the provision of waste capacity in the area.

7.59 In addition to these movements, some non-hazardous waste originating from the Plan area, which has the potential to be treated through recovery, is currently sent to non-hazardous landfills outside of the Plan area.

7.60 As discussed in the Recycling capacity requirements section, while similar amounts of waste are known to go to recycling and recovery facilities outside the Plan area, in line with the waste hierarchy more recycling capacity is planned, leaving around **245,000 tpa** of recovery capacity to be provided.

7.61 The recovery requirement can be delivered through a range of technologies including anaerobic digestion, combined heat and power, gasification and pyrolysis.

Landfill capacity

7.62 Despite the level of effective technology currently available to divert waste away from landfill, there is still a requirement for this option for dealing with wastes which cannot currently be recycled, or which are contrary to the input specification of recovery and pre-recovery treatment facilities.

7.63 Non-hazardous waste arising from Central and Eastern Berkshire is currently sent to landfill. Nearly half is sent to the Sutton Courtenay Landfill (Oxfordshire), which has planning permission until 2030 with no further non-hazardous landfill provision planned in Oxfordshire.

7.64 In 2017, Star Works landfill site at Knowl Hill near Maidenhead was the only operational landfill site within Central and Eastern Berkshire which accepted non-hazardous waste. This operation has since ceased, and the landfill is due to be restored by 2021¹⁰².

7.65 The South East Waste Planning Advisory Group (SEWPAG) has recognised that, with the early closing of landfill sites and the successful diversion of waste from landfill, there is likely to be a move towards regionally strategic landfill sites in the near future¹⁰³.

7.66 Additional non-hazardous landfill capacity will therefore be considered where there is a clearly demonstrated need.

¹⁰² Subject to any applications for extension of time.

¹⁰³ The Central & Eastern Berkshire Authorities are members of SEWPAG and signatories of a number of relevant position statements

Hazardous waste capacity requirements

- 7.67 Hazardous waste and the facilities required to manage it are often of a regional or national nature as the quantities of waste from each local authority are too small to justify a greater number of facilities. As such, this waste can travel further than other types of waste.
- 7.68 The hazardous waste generated within the Plan area is treated in various facilities across a number of local authority areas.
- 7.69 It is estimated that there is no further requirement for additional treatment capacity by the end of the Plan period. However, provision of additional hazardous waste facilities may still be necessary due to the specialist nature of this waste and the likelihood that it is transported further than other types of waste.

Sludge, liquid, effluent and waste water treatment capacity requirements

- 7.70 There is currently very limited capacity for sludge treatment within the Plan area. The majority of this arising is managed by Thames Water facilities in neighbouring areas, most notably in Slough and Surrey.
- 7.71 This may be a particular waste stream that needs to be accommodated within the Plan area, in order to enable this type of waste to be managed as close to where it is produced as possible.
- 7.72 Capacity requirements for the treatment of waste water are usually considered in the Business Plans of the relevant water companies. Thames Water's 2020-2025 Business Plan¹⁰⁴ outlines that it will invest in 48 wastewater treatment sites and there are plans to increase the reuse of wastewater.

Inert recycling and recovery capacity

- 7.73 The majority of inert waste is treated outside of the Plan area, predominantly at facilities in West Berkshire and Oxfordshire.
- 7.74 Even considering various planned schemes, and end dates of existing treatment capacity within the Plan area, there is still likely to be a need for around **575,000 tpa by 2036** of additional inert recycling, or recovery capacity.

¹⁰⁴ Here for you: Our Business Plan 2020 to 2025 (Thames Water) - <https://corporate.thameswater.co.uk/-/media/Site-Content/Thames-Water/Corporate/AboutUs/Our-strategies-and-plans/PR19/Our-plan-2020-to-2025.pdf>

- 7.75 This need can be delivered through a range of technologies such as recycled aggregate processing or through infill of material used in restoration or engineering projects to mitigate flood risk, such as that at Green Park Village in Reading.
- 7.76 Policy M3 aims to provide a steady and adequate supply of sand and gravel at an average rate of 0.628 Mtpa. Depending on restoration proposals, future sites in the Plan area that provide this supply may necessitate inert infill and provide inert recovery capacity.
- 7.77 It is recognised that there are data limitations to any waste arisings methodology and that the use of assumptions reduces the accuracy of the figures¹⁰⁵. Furthermore, inaccuracies in waste data coding and collection, as well as year on year variations, add further uncertainty. Therefore, the identified level of capacity provision provides a guide for the types of capacity that will be required in the form of a minimum treatment capacity requirement for the Plan area over the Plan period.

Policy W3

Waste capacity requirements

1. Additional waste infrastructure capacity within the Plan area will be granted in appropriate locations, to provide a minimum of:
 - 300,000 tpa non-hazardous recycling capacity;
 - 245,000 tpa non-hazardous recovery capacity;
 - 575,000 tpa of inert recycling or recovery capacity.
2. Hazardous waste management facilities, waste water or sewage treatment plants and non-hazardous waste landfill for residual waste will be supported, in appropriate locations, where there is a clear and demonstrable need.

Implementation

- 7.78 Proposals will need to demonstrate how the development achieves the highest possible level within the waste hierarchy and how much residual waste (requiring disposal) will typically be created per annum.

¹⁰⁵ Waste: Background Study (July 2020) – www.hants.gov.uk/Berksconsult

- 7.79 Depending on the facility type, waste management activities will be supported in principle where waste will be managed as close to its source as possible to reduce long distance transport, or where it is demonstrated that it represents sustainable development.
- 7.80 The Central & Eastern Berkshire Authorities will work jointly in planning for the provision of larger facilities that serve the wider Plan area and will also work closely with neighbouring Waste Planning Authorities to plan for the provision of facilities that serve the wider South East.
- 7.81 Proposals for non-hazardous landfill will be required to demonstrate their need as well as ensuring that;
- a) no acceptable alternative form of waste management further up the waste hierarchy is achievable; and
 - b) the site does not affect a Principal Aquifer and is outside Groundwater Protection and Flood Risk Zones; and
 - c) the site provides for landfill gas collection and energy recovery.
- 7.82 Where Energy recovery development is being proposed, it must:
- a) be used to divert waste from landfill, where other waste treatment options further up the waste hierarchy have been discounted; and
 - b) provide and be designed to allow for the exploitation of both heat and power generated by the facility; and
 - c) provide sustainable management arrangements for waste treatment residues arising from the facility.
- 7.83 Proposals to treat sludge, liquid, effluent and waste water will need to demonstrate;
- a) There is a clearly demonstrated need to provide additional capacity via extensions or upgrades for the treatment of sludge, liquid, effluent and waste water, particularly in planned areas of major new development; and
 - b) they do not breach either relevant 'no deterioration' objectives or environmental quality standards; and
 - c) where possible (subject to relevant regulations), they make provision for the beneficial co-treatment of sewage with other wastes and biogas is recovered for use as an energy source.
- 7.84 Other liquid waste treatment plant proposals that contribute to the treatment and disposal of oil and oil/water mixes and leachate will be expected to be located as near as possible to its source.
- 7.85 Aggregate recycling facilities accept hard inert material which is crushed and filtered to produce recycled and secondary aggregates of various grades. The

softer materials like soils, chalk and clay can also be recovered whereby they may be used as beneficial fill materials for landscaping, for example. To increase the management of inert waste higher up the waste hierarchy, all inert waste elements capable of producing high quality recycled aggregates should be removed for recycling.

Monitoring

7.86 Monitoring of waste arisings and progress in increasing capacity will be particularly important as waste quantities can vary considerably from year to year, making predictions of growth less reliable. Growth rates will be regularly checked, while allowing enough time for yearly fluctuations to even out.

7.87 Monitoring Indicators:

Monitoring Issue	Monitoring Trigger	(Threshold) for Policy Review
Capacity of waste management facilities	Net loss of waste management capacity from closure of sites	Breach over 3 consecutive years
Significant changes to waste arisings	Year on year growth of more than 5%	Cumulative breach over 5 years
Loss of the Lakeside ERF	Facility no longer accepting Plan area waste	Loss of Lakeside facility without replacement.
Hazardous waste capacity	Hazardous waste treatment and transfer management capacity	Hazardous waste treatment and transfer management capacity is lower than arisings*

*Transfer included as it is recognised that this waste generally travels further due to its specialist nature

7.88 The following minimum targets for waste management provision will also be monitored to ensure that Policy W3 is on track to address the increase in required capacity through the Plan period.

Non-hazardous recycling or recovery (cumulative extra capacity)			
	By 2025	By 2030	By 2036
	Tonnes per annum		
Non-hazardous recycling capacity	95,000	190,000	300,000
Non-hazardous recovery capacity	75,000	155,000	245,000
Inert recycling or recovery capacity	180,000	360,000	575,000

Locations and sites for waste management

7.89 Modern waste management facilities can be located on different types of land, if the location is appropriate for the proposed activity. In Central and Eastern Berkshire, the existing network of facilities is generally focused on the main urban areas, although some facilities such as composting tend to be in more rural areas.

Types of waste management facilities

- 7.90 Recycling and recovery facilities enclosed in buildings are typically of an industrial nature and deal with largely segregated materials. Activities involve preparing or sorting waste for re-use and include materials recovery facilities (MRF), waste transfer stations (WTS), dis-assembly and re-manufacturing plants, and reprocessing industries. Potential nuisances such as dust and noise can be mitigated as the activity is enclosed, meaning these facilities are compatible with industrial estates.
- 7.91 Smaller-scale facilities (with an approximate throughput of up to 50,000 tonnes per annum and requiring sites of 2 hectares or less) will normally be compatible with most general industrial estates.
- 7.92 Larger scale enclosed premises (typically requiring sites of 2-4 hectares, with a throughput in excess of 100,000 tonnes per annum) and facilities with a stack are likely to be located on larger industrial estates or suitable brownfield sites.
- 7.93 Sites suitable for general industrial uses are those identified as suitable for B2 (including mixed B2/B8), or some uses within the B8 use class¹⁰⁶ (namely open-air storage). Waste management uses would not normally be suitable on land identified only for B1 (light industrial uses), although a limited number of low impact waste management uses (e.g. the dis-assembly of electrical equipment) may be suitable on these sites. Some industrial estates will not be considered suitable for certain waste management facilities because for instance the units are small, the estate is akin to a business park or it is located close to residential properties.
- 7.94 Energy Recovery Facilities (ERFs) which include advanced thermal treatment processes such as pyrolysis and gasification/plasma conversion require built facilities and, in some cases, a stack (i.e. chimney). Sites must be carefully selected and sensitively designed to avoid visual and other amenity and

¹⁰⁶ The Town and Country Planning (Use Classes) Order 1987 - <http://www.legislation.gov.uk/ukxi/1987/764/schedule/made> - as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010 - <http://www.legislation.gov.uk/ukxi/2010/653/article/2/made>

environmental impacts and to provide renewable energy to serve the surrounding area. The location of these facilities is influenced by the location of those using the heat and energy generated and the need to access fuel feedstock. This means that where appropriate, energy recovery Combined Heat and Power (CHP) plants (which may also include non-waste fuel sources) may be encouraged alongside new and existing developments, or near sources of fuel feedstock. Small-scale community-based CHP schemes may be suitable within planned major development or regeneration areas or in mixed-use schemes. CHP could also be used in remote rural areas that do not have access to mains gas supplies.

- 7.95 Recycling and recovery activities which predominantly take place in the open (outside buildings) or involve large areas of open-air storage include biological waste treatment (including composting), construction, demolition and excavation (CD&E) recycling, end-of-life vehicle processing and some Household Waste Recycling Centres or Civic Amenity sites. Because these activities can create noise, odours and other emissions, they are not easily assimilated in built-up areas.
- 7.96 Some activities will be more 'hybrid' in nature, requiring sites with buildings and open storage areas. These may include outdoor MRF or waste transfer station (WTS), wharves and rail sidings for waste transshipment and/or storage. In most cases, the co-location of waste management facilities or processes to increase the recycling and recovery of waste is supported, particularly when the feedstock or outputs are well related.

Locations and sites in Central and Eastern Berkshire

- 7.97 A number of sites have been identified as being appropriate locations, in principle, for hosting waste management activities which are outlined in Appendix A.
- 7.98 These sites are not sufficient to meet the future waste management requirements of Central and Eastern Berkshire up to the end of the Plan period and therefore, it is expected that further new sites will come forward through market-led delivery.
- 7.99 A review of industrial estates and employment land¹⁰⁷ has identified industrial estates and/or employment sites that are suitable for locating waste management facilities in the boroughs of Bracknell Forest, Reading and

¹⁰⁷ Waste: Proposals Study (July 2020) – www.hants.gov.uk/berksconsult

Wokingham. These estates and sites are existing, or proposed, allocations for land uses which are considered compatible to waste uses.

- 7.100 This Plan does not seek to allocate the industrial estates or employment sites as this provision is made within the wider Development Plan.
- 7.101 The review concluded that 25 sites (referred to as ‘Preferred Waste Areas’) are potentially suitable for waste uses ranging from ‘Activities requiring a mix of enclosed buildings/plant and open ancillary areas (possibly involving biological treatment)’ to ‘Activities requiring enclosed building with stack (small scale)’ (see Appendix B and Appendix C for more details).
- 7.102 All waste management has transport implications and transport impacts, and these should be minimised by ensuring that sites have good connectivity to the strategic network which is the principal transport network for moving waste in the Plan area.
- 7.103 The spatial approach to delivering new waste management capacity aims to allow waste capacity to be sited as close to the source and markets of the waste. Waste facilities will also need to support planned areas of major new development.

Policy W4

Locations and sites for waste management

1. The delivery of waste management infrastructure will be supported within:
 - a. Preferred Waste Areas listed in Appendix C; or
2. Where waste management infrastructure cannot be accommodated within the Preferred Waste Areas:
 - a. Allocated sites:
 - i. Berkyn Manor Farm, Horton (WA 1)
 - ii. Horton Brook Quarry, Horton (WA 2)
 - iii. The Compound, Stubbings, Maidenhead (WA 3)
 - b. Appropriate locations, where the site has good connectivity to the strategic road network; and
 - i. Areas of major new development; or
 - ii. Sources of waste; or
 - iii. Markets for the types of waste to be managed; and
 - iv. One or more of the following features:
 - Is existing or planned industrial or employment land; or
 - Is a suitable reuse of previously developed land; or
 - Is within redundant farm or forestry buildings and their curtilages or hard standings; or
 - Is part of an active quarry or active landfill operation; or
 - Is within or adjoins sewage treatment works and the development enables the co-treatment of sewage sludge with other wastes; or
 - There is a clear proven and overriding need for the proposed facility to be sited in the proposed location.

Implementation

7.104 The allocation of sites does not convey that planning permission will be automatically granted but indicates the locations that could provide sustainable development subject to the development considerations being addressed (see Appendix A).

- 7.105 Proposals for new sites will be supported where they are in ‘appropriate locations’ and therefore, comply with all relevant policies within this Plan.
- 7.106 The sites outlined in Policy W4 (2/a) are entirely located within the Green Belt which has special protection in respect to development. However, these sites are allocated for waste management purposes for the following reasons, in accordance with National Policy¹⁰⁸:
- a) Consideration is given first to locating waste management facilities within Preferred Waste Areas, which are not located within the Green Belt.
 - b) Where there is no capacity within the Preferred Waste Areas or the locational needs of the waste management facility prevents it being accommodated within the Preferred Waste Areas, the lack of available sites outside of the Green Belt will need to be taken into consideration as part of the exceptional circumstances.
- 7.107 The Preferred Waste Areas identified in Appendix C have been assessed on their suitability for waste management. However, planning permission will not be automatically granted, and the proposals will need to comply with all relevant policies within this plan as well as consider the wider Local Plans and development strategies for Central and Eastern Berkshire.
- 7.108 Proposals for further waste management development will be supported where they are in ‘appropriate locations’ and therefore, comply with all relevant policies within this Plan. Evidence of the requirement for a particular location will need to be provided in addition to compliance with the other relevant policies in the Plan.
- 7.109 All sites must have ‘good connectivity’ to the sources, or markets and strategic transport routes as defined by Policy DM11.
- 7.110 Opportunities to provide waste treatment facilities at existing developed locations in addition to those outlined in Appendix C such as employment sites where general industrial and distribution activities are located (B2/B8 land uses)¹⁰⁹, or on previously developed land are strongly supported.

¹⁰⁸ National Planning Policy for Waste (Para. 6) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/364759/141015_National_Planning_Policy_for_Waste.pdf

¹⁰⁹ The Town and Country Planning (Use Classes) Order 1987 -

<http://www.legislation.gov.uk/ukxi/1987/764/schedule/made> - as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010 - <http://www.legislation.gov.uk/ukxi/2010/653/article/2/made>

- 7.111 In accordance with the other policies in this Plan, activities involving open areas will only be supported if they do not have adverse environmental impacts, and noise and emissions are controlled by effective enclosure and other techniques.
- 7.112 There may be a special need or circumstances where both enclosed and open-air facilities can be justified on sites outside main urban areas. Facilities may require a more rural location because this is closer to the source of the waste being treated or the activity is related to an agricultural activity. For instance, anaerobic digestion (AD) plants and composting facilities may need to be located where there is an available feedstock and where residues can be disposed to land for beneficial purposes. Proposals would generally be of a smaller scale than that proposed in urban areas or on edge of the urban / rural area (the urban fringe).
- 7.113 Proposals requiring a more rural location will be required to demonstrate a special need or explain why the waste management activity should be located at that particular site.
- 7.114 Facilities for recycling, particularly inert or construction, demolition and excavation (CD&E) waste, that produce recycled or secondary aggregate, are sometimes located in historic landfills or current/former quarries. In almost all cases, it is expected that that former quarries or landfills will be restored but there may be exceptions where the benefits from continued development at some host locations are considered to be more sustainable than re-locating the development elsewhere. CD&E waste recycling facilities can also be acceptable on some industrial sites, particularly in close proximity to sources of waste.
- 7.115 New waste water and sewage treatment plants, extensions to existing works, or facilities for the co-disposal of sewage with other wastes will be supported where the location minimises any adverse environmental or other impact that the development is likely to give rise to, and the site is considered appropriate by meeting all relevant policies within this Plan.
- 7.116 The co-location of activities with existing operations will be supported, where appropriate, if commensurate with the operational life of the site, and where it would not result in intensification of uses that would cause unacceptable harm to the environment or communities in a local area (including access routes), or prolong any unacceptable impacts associated with the existing development.

7.117 A number of development projects¹¹⁰ are planned over the Plan period. These projects will have implications for waste management and also provide opportunities to host appropriate waste management development, particularly within major areas of development such as at Grazeley, a possible Garden Settlement which includes land in Wokingham and Reading.

Monitoring

7.118 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Appropriately located waste management.	Permissions in accordance with Policy W4 (2/b)	Number of permissions in accordance with Policy W4 (1/a and 2/a) > than those in accordance W4 (2/b)

¹¹⁰ Minerals / Waste: Background Study (July 2020) – www.hants.gov.uk/berksconsult

Re-working landfills

- 7.119 There may be opportunities for the re-working of former landfill sites to either remove existing landfilled materials in order to reuse the land or void, or to exploit benefits from the in-situ material itself. Such materials may be valuable and therefore the re-working of such sites would enable the value to be recovered in addition to providing additional landfill capacity if needed.
- 7.120 One former landfill site within Central and Eastern Berkshire has already been successfully reworked, albeit to enable the delivery of residential development rather than the reuse for waste. The former Badnell's Pit in Maidenhead was given permission by the Planning Inspectorate in March 2006 for the removal of landfill waste and replacement with clean fill.
- 7.121 Having been subject to unregulated landfill activities between the 1940s and 1960s, the site was heavily contaminated and there were concerns that removal of the material would cause a serious risk to health. However, the Planning Inspectorate concluded that, subject to conditions, the benefits of the proposed development were sufficient to outweigh the harm that might be caused. The site is now known as Boulters Meadow and is a residential development with over 400 homes.

Policy W5

Reworking landfills

1. Proposals for the re-working of landfill sites will only be permitted in appropriate locations where the proposals would result in beneficial use of the land and of the material being extracted; and, where appropriate, the landfill by-products.

Implementation

- 7.122 The extent of the opportunities for re-working of landfill sites in Central and Eastern Berkshire is unknown and it is likely that considerable work may need to be undertaken to ascertain the 'value' of the sites in Central and Eastern Berkshire by any potential developer. However, pressure on land for housing may result in these opportunities becoming more economically beneficial. Therefore, consideration should be given to the wider Development Plan for Central and Eastern Berkshire.

7.123 By-products associated with the landfill may include the leachate and/or the gas.

7.124 Proposals for re-working landfills will only be permitted which comply with all relevant policies within this Plan.

7.125 Proposals brought forward for the re-working of landfill will also need to consider backfill materials, if applicable, as part of the planned restoration.

Monitoring

7.126 Monitoring Indicators:

Monitoring Issue	Monitoring Indicator	(Threshold) for Policy Review
Appropriate re-working of landfills.	Permissions not in accordance with Policy W5	Number of Permissions not in accordance with Policy W5 > 0

Appendix A – Allocated Sites

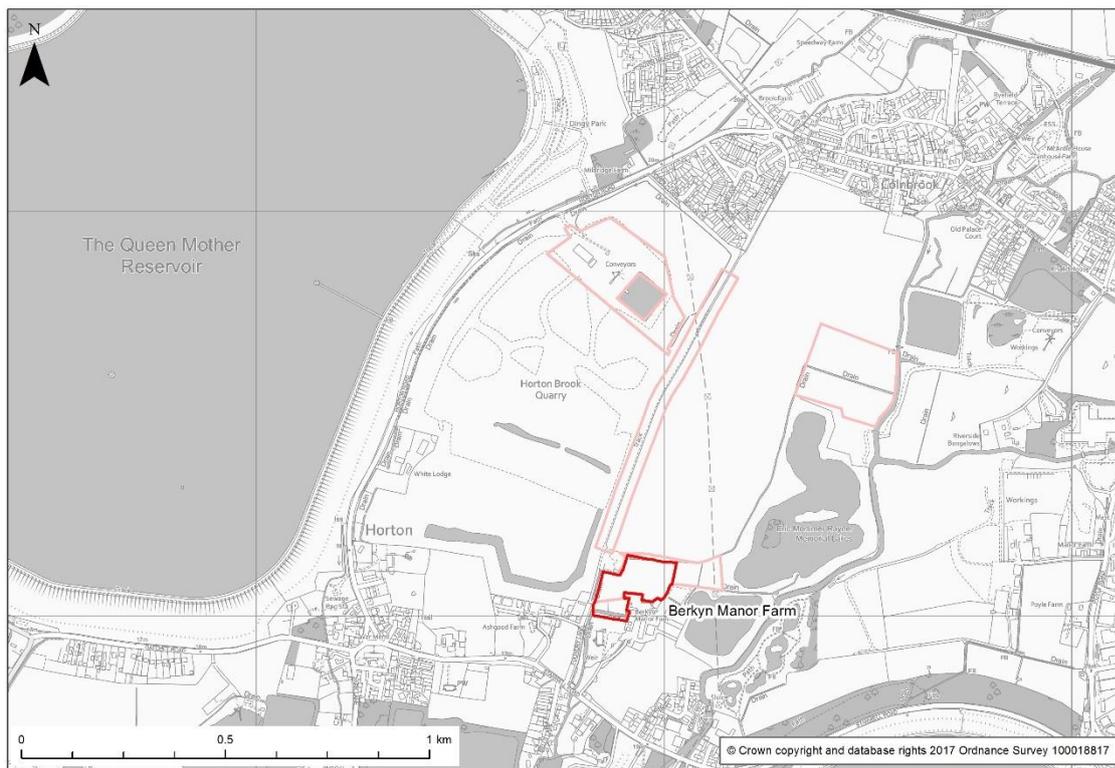
1. The following appendix provides information on the minerals and waste sites (listed alphabetically) that are allocated within the Plan:

Site Reference	Site Name	Location	Local Plan Authority	Proposal
WA 1	Berkyn Manor Farm	Horton	RBWM	Waste Management
WA 2	Horton Brook Quarry	Horton	RBWM	Waste Management
MA 1	Horton Brook and Poyle Quarry Extension	Horton	RBWM	Sand and Gravel Extraction
TA 1	Monkey Island Wharf	Bray	RBWM	Aggregate Wharf
MA 2	Poyle Quarry Extensions	Horton	RBWM	Sand and Gravel Extraction
WA 3	Stubbings Compound	Pinkneys Green	RBWM	Waste Management

2. The delineation of the site is shown by the red boundary. In the case of mineral extraction sites, it does not mean that working would extend to the site boundary as the allocation needs to include provision for buffer zones and mitigation measures. These will be determined through detailed site investigation, taking into account the development considerations for each site. Such measures will be covered by the planning permission, including the relevant conditions and / or legal agreements. It may also include provision for ancillary development such as plant, offices, access and weighbridge.
3. In the case of waste sites, types of waste activity that are considered suitable are provided. More detail on these activities is provided in Appendix B.
4. Development considerations are identified in the text accompanying each map in this appendix. They should be addressed alongside the other policies of the Plan. Development should be designed with appropriate mitigation measures, where applicable, to avoid or mitigate its impacts on the environment and local communities. Development considerations apply to minerals and waste developments in Central and Eastern Berkshire but may also include impacts that extend beyond the Plan boundary.

5. Development cannot be permitted if it may negatively affect the integrity of European protected sites. The development requirements for maintaining this integrity are identified with an asterisk (*) in the text and must be addressed.
6. The Plan does not specify how the development considerations may be addressed. This will be assessed at the planning application stage, which should present the most appropriate responses, which are likely to include detailed site appraisals and Environmental Impact Assessment (EIA). These will identify what effects the development will have, and how to tackle them. All assessment information and suggested mitigation measures should be clearly identified and form part of the pre-application discussions and consultation with communities.
7. For any development proposal at the sites identified in the Plan, all elements of the Plan need to be considered as well as the site-specific development considerations outlined in this Appendix.

Berkyn Manor, Horton (WA 1)



Local Planning Authority: The Royal Borough of Windsor & Maidenhead

Existing Use: Working farm estate with some industrial use.

Proposal: Green waste and / or energy recovery.

Waste activity categories:

Category	Activity
1	Open sites or ancillary open areas (possibly biological treatment)
2	Mix of enclosed buildings/plant and open ancillary areas (possibly involving biological treatment)
3	Enclosed industrial premises (small scale)
4	Enclosed industrial premises (large scale)

Area: 2.7 ha

Development Considerations:

Ecology

- Protection of South West London Waterbodies Special Protection Area (SPA)/Ramsar*.
- Impacts on all roosting and foraging areas used by qualifying bird species of South West London Waterbodies SPA and Ramsar, in particular open grasslands within and adjacent to the site*.

- Impacts to Wraysbury reservoir Site of Special Scientific Interest (SSSI), Staines Moor SSSI, Wraysbury No.1 Gravel Pit SSSI, Wraysbury and Hythe End Gravel Pit SSSI.
- Impacts to Queen Mother Reservoir Local Wildlife Site (LWS), Arthur Jacob Nature Reserve LWS, Colne Brook LWS Horton and Kingsmead Lakes LWS.
- Consideration of hydrological impacts.
- Retention and buffering of hedgerows within site.
- Consideration of the Colne Valley Gravel Pits and Reservoirs Biodiversity Opportunity Area in restoration or operational landscaping.
- The restoration of the site must consider the Colne and Crane Valleys Green Infrastructure Strategy (2019) and to the Joint Connectivity Statement¹¹¹.

Landscape & Townscape

- Existing vegetation should be conserved and protected, and additional buffer planting established to all boundaries.
- Enhanced screening is required.

Historic Environment:

- A Heritage Impact Statement is required.
- The setting of Grade II Listed Building to the south needs to be considered.

Transport:

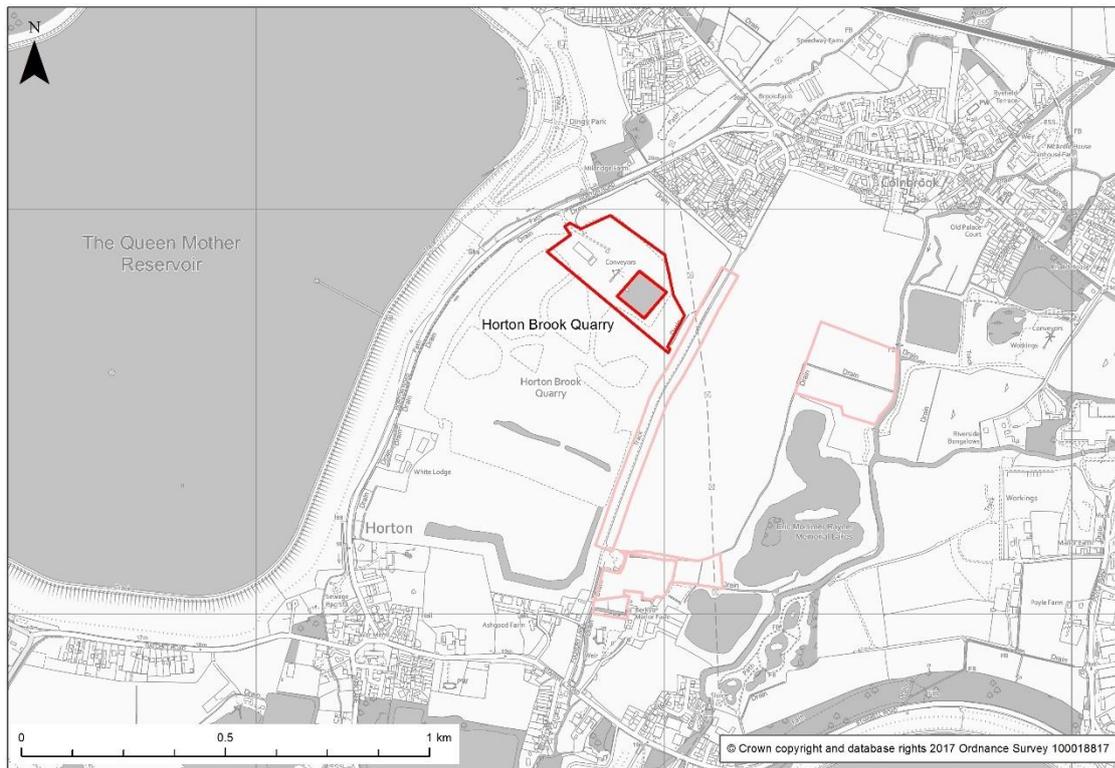
- A new access onto Poyle Road is required for mineral use and further investigation is required for a suitable access onto Stanwell Road for waste uses.
- A Transport Assessment or Statement is required.
- A HGV Routeing Agreement will be required.

Flood Risk & Water Resources

- A Flood Risk Assessment and Hydrological/Hydrogeological Assessment will be required.
- Proximity to major / minor aquifers, in addition to Source Protection Zones.

¹¹¹ Joint Connectivity Statement between the Colne Valley Regional Park, Slough Borough Council, RBWM and the Buckinghamshire authorities.

Horton Brook Quarry, Horton (WA 2)



Local Planning Authority: The Royal Borough of Windsor & Maidenhead

Existing Use: Existing operational sand and gravel quarry.

Proposal: Inert recycling.

Waste activity categories:

Category	Activity
1	Open sites or ancillary open areas (possibly biological treatment)
2	Mix of enclosed buildings/plant and open ancillary areas (possibly involving biological treatment)
3	Enclosed industrial premises (small scale)
4	Enclosed industrial premises (large scale)

Area: 55 ha

Development Considerations:

Ecology

- Protection of South West London Waterbodies Special Protection Area (SPA)/Ramsar*.
- Impacts on all roosting and foraging areas used by qualifying bird species of South West London Waterbodies SPA and Ramsar, in particular open grasslands within and adjacent to the site*.

- Impacts to Wraysbury reservoir Site of Special Scientific Interest (SSSI), Staines Moor SSSI, Wraysbury No.1 Gravel Pit SSSI, Wraysbury and Hythe End Gravel Pit SSSI.
- Impacts to Queen Mother Reservoir Local Wildlife Site (LWS), Arthur Jacobs Nature Reserve LWS, Colne Brook LWS, and Horton and Kingsmead LWS
- Retention and protection of a part of the site for nature conservation purposes during operation.
- Considerations of the objectives of the Colne Valley gravel Pits and Reservoirs Biodiversity Opportunity Areas (BOA) in restoration or operational landscaping proposals.

Landscape & Townscape

- Proposals should ensure adequate space is set aside for the establishment of a strong new landscape structure for this group of sites (Poyle Quarry and extensions, Berkyn Manor and Horton Brook) including large scale native species tree belts.
- Integrate new structures with effective screen planting, including along boundaries.
- Restoration proposals should have reference to the Colne Valley Gravel Pits and Reservoirs BOA.
- Restoration of the site must give consideration to the Colne and Crane Valleys Green Infrastructure Strategy (2019) and to the Joint Connectivity Statement¹¹².

Transport:

- A Transport Assessment or Statement is required.
- An HGV Routeing Agreement will also be required (or maintain existing).

Flood Risk & Water Resources

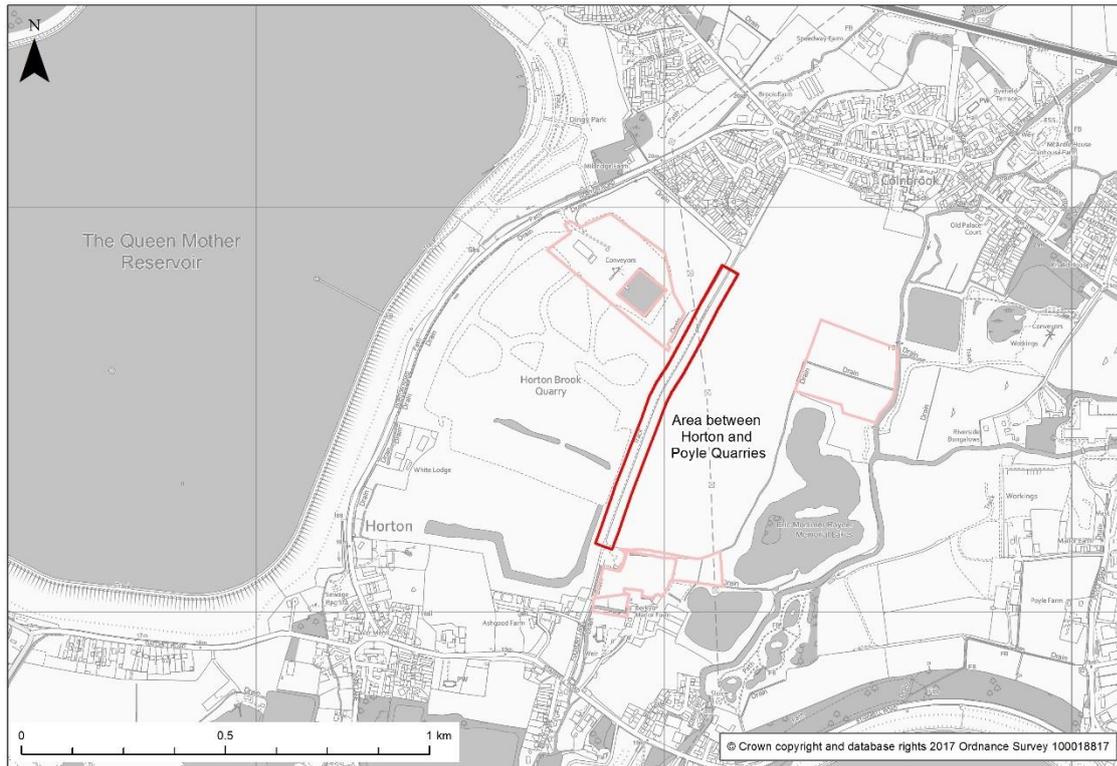
- A Flood Risk Assessment and Hydrological/Hydrogeological Assessment will be required.
- Proximity to major / minor aquifers, in addition to Source Protection Zones.
- Consideration of the Colne Brook and its river corridor.

Utilities

- Statutory safety clearance of National Grid infrastructure.

¹¹² Joint Connectivity Statement between the Colne Valley Regional Park, Slough Borough Council, RBWM and the Buckinghamshire authorities.

Horton Brook and Poyle Quarry Extension, Horton (MA 1)



Local Planning Authority: The Royal Borough of Windsor & Maidenhead

Existing Use: Bridleway (Colne Valley Way).

Proposal: Extension to Horton Brook and Poyle Quarry extracting 250,000 tonnes of sand and gravel with no processing on site.

Area: 3.75 ha

Development Considerations:

Ecology

- Protection of South West London Waterbodies Special Protection Areas (SPA) and Ramsar*.
- Impacts on all roosting and foraging areas used by qualifying bird species of South West London Waterbodies SPA and Ramsar, in particular open grasslands adjacent to the site*.
- Impacts on Arthur Jacob Nature Reserve Local Wildlife Sites (LWS), Queen Mother Reservoir LWS, Colne Brook LWS and Horton and Kingsmead Lakes LWS.
- Consideration of indirect impacts such as air and noise pollution.
- Restoration proposals should have reference to the Colne Valley Gravel Pits and Reservoirs Biodiversity Opportunity Area.

Landscape & Townscape

- The Colne Valley Way Trail will need to be temporarily diverted and re-established as part of the restoration and applicants will need to work closely with the relevant authorities and the Colne Valley Regional Park.
- The bridleway route and restoration of the site must seek to improve connectivity and enhance the local public access network and give consideration to the Colne and Crane Valleys Green Infrastructure Strategy (2019) and to the Joint Connectivity Statement¹¹³.

Transport:

- A Transport Assessment or Statement is required.
- An HGV Routeing Agreement will also be required (or maintain existing).

Historic Environment

- The archaeological potential is high and will need to be addressed during the determination of the planning application.

Flood Risk & Water Resources

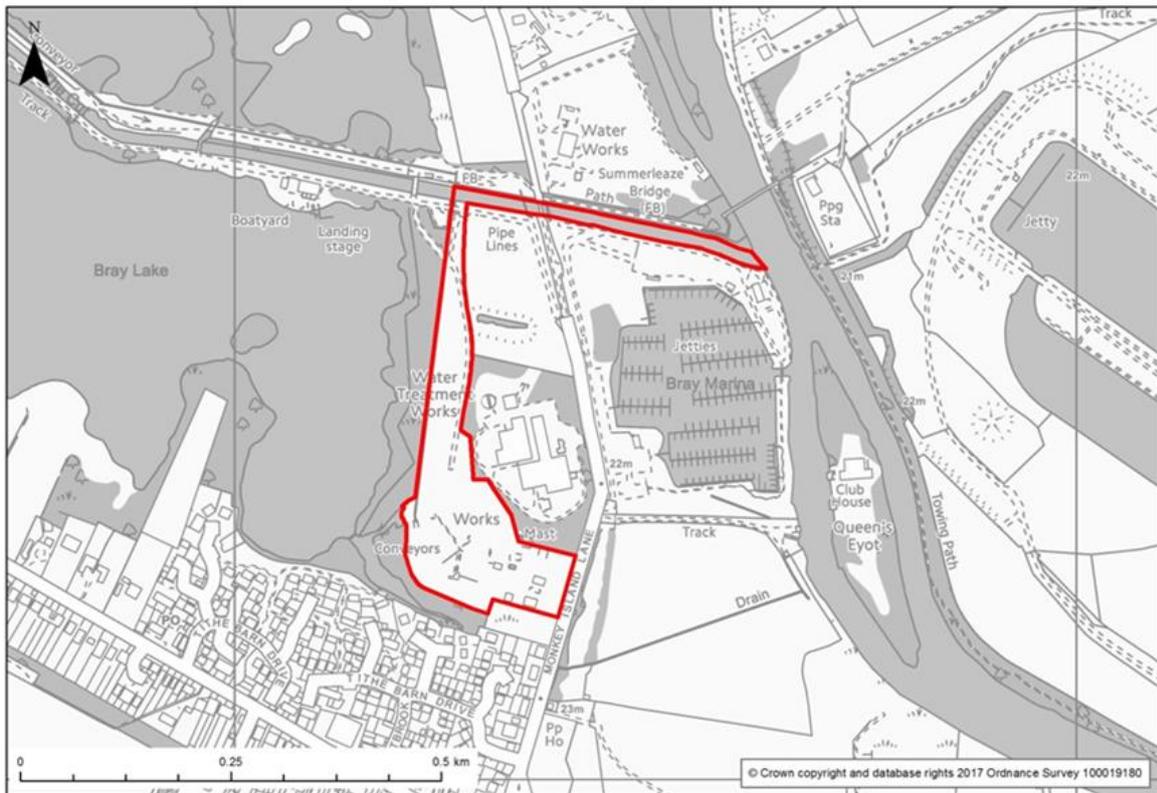
- A Flood Risk Assessment and Hydrological/Hydrogeological Assessment is required.

Utilities

- Statutory safety clearance of National Grid infrastructure.

¹¹³ Joint Connectivity Statement between the Colne Valley Regional Park, Slough Borough Council, RBWM and the Buckinghamshire authorities.

Monkey Island Lane Wharf, Bray (TA 1)



Local Planning Authority: The Royal Borough of Windsor & Maidenhead

Existing Use: No current use.

Proposal: Transport sand and gravel along the River Thames, through a waterway known as the 'Cut' to a proposed new barge unloading facility. Sand and gravel then sent to Monkey Island Lane processing plant via conveyor.

Development Considerations:

Ecology

- Protection of Bray Pennyroyal field Site of Special Scientific Interest (SSSI) and Bray Meadows SSSI.
- Impacts to Greenway corridor Local Wildlife Site (LWS) within site, ensuring functionality as wildlife corridor is not compromised, and losses compensated.
- Impacts to Bray Pit Reserve LWS.
- Retention of semi-natural habitats within site to accommodate protected species.
- Consideration of pollution impacts to riverine habitats.

Landscape & Townscape

- Strengthen existing landscape structure with new tree and hedgerow planting to integrate new structures.

- Maintain and enhance the setting of the public access route to Bray Lake Recreation Area.

Historic Environment

- Archaeological issues would remain a material consideration and will need to be addressed during the determination of the planning application.

Transport:

- A Transport Assessment or Statement is required.
- An HGV and Barge Routeing Agreement will be required.

Flood Risk & Water Resources

- Site largely within Flood Zone 2/3 and Groundwater Source Protection Zone (1) – a Flood Risk Assessment and Hydrogeological Risk Assessment will be required.
- Proximity to major / minor aquifers, in addition to Source Protection Zones.
- Site will be accessed via the River Thames and the Cut – A Section 60 Accommodations License (which applies to mooring piles, slipways, landing stages and other private structural encroachments in the public river) will need to be secured. Consideration of The Cut, the River Thames and its river corridors.

Landscape & Townscape

- Proposals should ensure adequate space is set aside for the establishment of a strong new landscape structure for this group of sites (Poyle Quarry and extensions, Berkyn Manor and Horton Brook) including large scale native species tree belts.
- Consideration needs to be given to the realignment of the Colne Valley Way, and the quality of its setting.
- Restoration proposals should have reference to the Colne Valley Gravel Pits and Reservoirs Biodiversity Opportunity Area.

Historic Environment

- A Heritage Impact Assessment is required.
- The archaeological potential is high and will need to be addressed during the determination of the planning application.
- The setting of Grade II Listed Building to the south needs to be considered.

Transport

- Provision of a new access will be required, most likely onto Poyle Road.
- A Transport Assessment or Statement is required.
- An HGV Routing Agreement will be required.

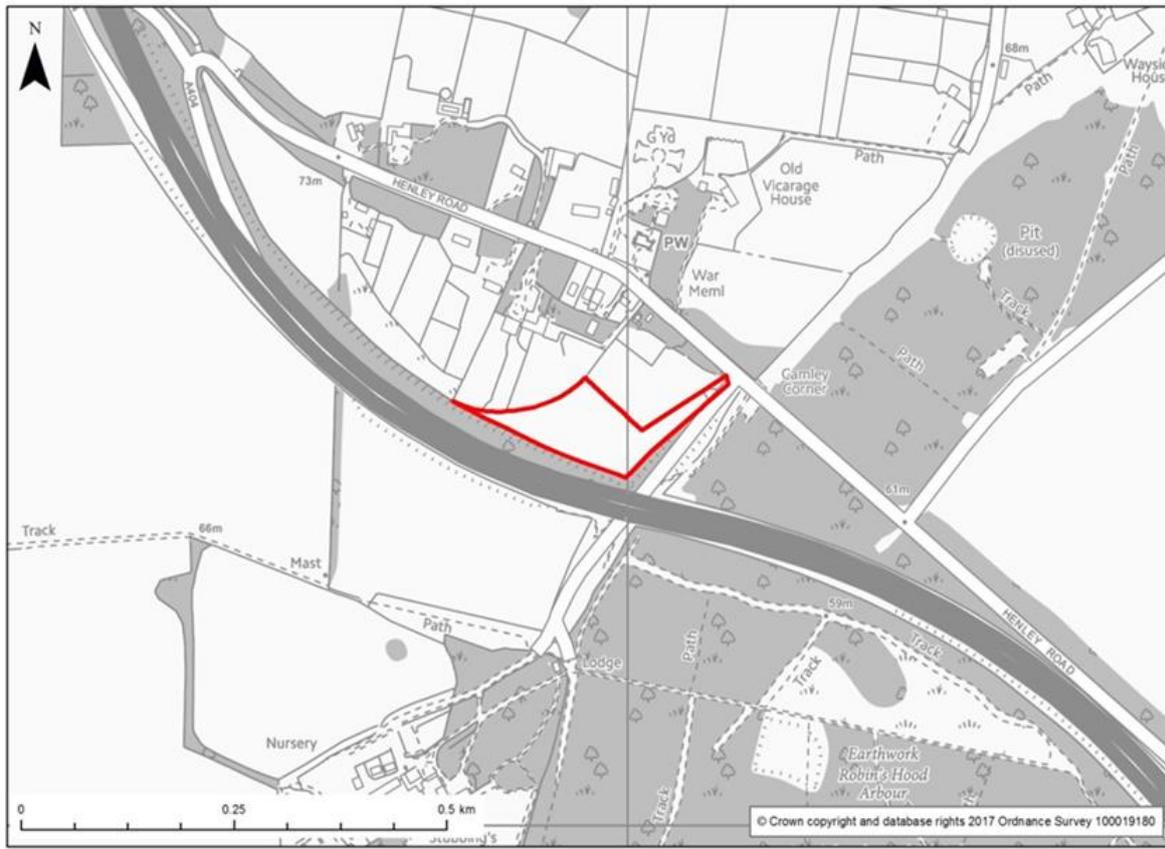
Flood Risk & Water Resources

- Both sites partly within Flood Zones 2 and/or 3
- The site is not located within a Source Protection Zone (SPZ) but the closest SPZ is located to the west of the site approximately under 1km away.
- Proximity to major / minor aquifers, in addition to Source Protection Zones. A Flood Risk Assessment and Hydrological/Hydrogeological Assessment will be required.
- Consideration of the River Colne and its river corridor.

Utilities

- Statutory safety clearance of National Grid infrastructure.

Stubbings Compound, Pinkneys Green, Maidenhead (WA 3)



Local Planning Authority: The Royal Borough of Windsor & Maidenhead

Existing Use: Hardstanding with permission for agricultural barn.

Proposal: Green waste processing (excluding open windrow composting).

Waste activity categories:

Category	Activity
2	Mix of enclosed buildings/plant and open ancillary areas (possibly involving biological treatment)
3	Enclosed industrial premises (small scale)

Area: 2 ha

Development Considerations:

Ecology

- Impacts and adequate buffering of Maidenhead Thicket Local Wildlife site (LWS).
- Impacts to Carpenters Wood, Dungrove Hill LWS, and Temple Golf Course LWS.
- Retention and buffer of mature boundaries.

- Consideration of surface water discharge to ground pollution.

Landscape & Townscape

- Enhanced screen planting is required for adjacent residential properties.

Transport:

- A Transport Assessment or Statement will be required – this would need to demonstrate sufficient splays from the existing access.
- An HGV Routeing Agreement will be required.

Flood Risk & Water Resources

- Site in Groundwater Source Protection Zone (3) – a Hydrogeological Risk Assessment will be required.
- Proximity to major / minor aquifers, in addition to Source Protection Zones.

Appendix B – Waste Facility Categories

1. A range of different waste management facilities have been classified based on the types of activities involved. These categories should be used to inform the suitability of the allocation sites for waste activities.

Category 1: Activities requiring open sites or ancillary open areas (possibly involving biological treatment)

Description / overview	<ul style="list-style-type: none"> • Activities requiring space for storage of waste and machinery (e.g. recycling crusher and screener; vehicle dismantlers). Open sites can accommodate processing equipment (e.g. storage containers/skips, loaders for shipment) • Activities similar to some agricultural practices require large open spaces (e.g. composting plants using open air windrows (elongated piles)). Large areas of land are converted to hard-standing areas for the running of machinery, and soil and ground water protection measures • Small proportion of the site may include building (e.g. for staff facilities)
Waste facilities	<ul style="list-style-type: none"> • Open windrow composting (composting sites typically require sites 2-3 hectares) • Aggregate recycling / construction and demolition waste processing (typically require 2 hectares or greater) • Processing incinerator bottom ash (IBA) • End of Life Vehicle (ELV) processing / scrap metal yard • Soil hospital (remediation of contaminated soils) • Household Waste Recycling Centre (HWRC) or Civic Amenity Site (typically approximately 0.8hectare site required)
Examples of waste streams handled	<ul style="list-style-type: none"> • Unsorted or segregated household waste • Construction waste (soils, rubble etc) • Incinerator bottom ash • Scrap vehicles • Biodegradable municipal solid wastes and industrial wastes converted to composted products (garden type waste collected separately or co-collected with kitchen waste that is suitable for open windrow composting)
Appropriate locations for these activities (including site requirements)	<ul style="list-style-type: none"> • Typically located in rural or urban fringe sites (where access is good). • Close proximity to development areas (markets) is preferable (it is often not viable to transport

	<p>materials such as recycled aggregate long distances).</p> <ul style="list-style-type: none"> • Larger scale centralised composting facilities can be located at selected composting sites, but smaller facilities can be located at landfill sites, sewage treatment works, industrial sites and transfer stations. • Small scale composting operations are also located on farms, due to their ability to exploit existing infrastructure, equipment, and labour associated with normal farm activities¹¹⁴. • Aggregate recycling sites and ELV sites can be located on industrial estates alongside heavier industrial uses (affordable sites of an adequate size can be very difficult to obtain for these uses however). • Aggregate recycling activities (usually temporary operations) can also be located at mineral workings and landfill sites and at demolition and construction sites where the spoil is to be used in the project itself. • Rail sidings can be used for activities whereby materials are loaded for shipment to market (transshipment of waste). • Household Waste Recycling Centres and Civic Amenity sites require good access from the primary road network and sufficient vehicle queuing space.
Locations where activities would be unsuitable	<ul style="list-style-type: none"> • Would not normally be compatible with a business park environment or an urban setting, or close to villages. • An appropriate distance of 'buffer' would be required between operations and sensitive receptors. • Should be located at appropriate distances from sensitive habitats (where there are potential dust and bioaerosol impacts).

¹¹⁴ Most on-farm facilities possess waste management exemptions, and all community-run sites are exempt and so are restricted in size

Category 2: Activities requiring a mix of enclosed buildings/plant and open ancillary areas (possibly involving biological treatment)

<p>Description / overview</p>	<ul style="list-style-type: none"> • Activities which involve temporary storage of waste usually consist of buildings where vehicles deliver waste either onto the floor, into bays, or into compaction units. Inert wastes in particular may be transferred to such sites and stored in the open. • Facilities may require extensive plant and specialist machinery. • For instance, hard standing areas to site recycling bins, skips and possibly compactors which can be fully / partially enclosed or open. • Unsorted waste may be stored in open bunkers or skips, housed within a building. Facilities may be co-located on sites (e.g. storage alongside a Waste Transfer Station). • Sites usually require a minimum of 0.5 hectares (but size depends on throughput).
<p>Waste facilities</p>	<ul style="list-style-type: none"> • Outdoor Waste Transfer Station (where space required for open storage). • Anaerobic digestion (AD) plant (small scale) (agricultural / rural locations) (unsorted waste, segregated waste and residual waste may be stored in open bunkers, possibly outside). • Enclosed composting systems¹¹⁵. • MBT (Mechanical Biological Treatment) plant (including biological treatment e.g. AD)¹¹⁶. • Sites for aggregating waste wood (sorting and processing). • Biological treatment of liquid waste and leachate (can involve enclosed buildings and tanks in open areas). • Wastewater Treatment Works.
<p>Examples of waste streams handled</p>	<ul style="list-style-type: none"> • Unsorted or segregated household or commercial waste • Green waste • Specialist wastes (e.g. liquid waste and leachate)
<p>Appropriate locations for these</p>	<ul style="list-style-type: none"> • Enclosed composting facilities are suited to areas allocated for employment / industrial uses in urban areas and are compatible with the more

¹¹⁵ e.g. In-vessel composting (IVC) allows collected food waste to be composted on a large scale. IVC is not considered as environmentally beneficial as anaerobic digestion. For effective waste handling, a covered waste reception area, as well as hard standing for post composting and a covered storage area are needed.

¹¹⁶ The term ‘mechanical and biological treatment’ (MBT) is commonly used to describe a hybrid process which combines mechanical and biological techniques used to sort and separate mixed household waste.

<p>activities (including site requirements)</p>	<p>intensive B2 activities under the Use Classes Order.</p> <ul style="list-style-type: none"> • Small scale AD plants (throughput of circa 5000 tonnes per annum) can be located on sites less than 0.5 hectares (Wastewater Treatment Works in particular can provide suitable locations). • Facilities to recycle agricultural waste can be located on farms (digestate from AD plants may be used by neighbouring farms). • Options for locating wastewater treatment plant are very limited and are typically linked to existing infrastructure.
<p>Locations where activities would be unsuitable</p>	<ul style="list-style-type: none"> • An appropriate distance of 'buffer' would be required between operations producing bioaerosols / odours, and sensitive receptors. • Should be located at appropriate distances from sensitive habitats (where there are potential dust and bioaerosol impacts). • Facilities involving open-air activities with potential to generate noise would not normally be compatible with a business park environment, an urban setting, or close to villages.

Category 3: Activities requiring enclosed industrial premises (small scale)

Description / overview	<ul style="list-style-type: none"> • Waste developments are increasingly enclosed within new or existing structures, often sited on brownfield or industrial land; allowing for a large proportion of the perceived issues / problems to be mitigated for, i.e. dust and noise. • 'Small scale' enclosed premises are typically <1-2 hectares (throughput of approx. 50,000 tonnes per annum). • Usually located on industrial estates. • Enclosing activities helps to mitigate against many noise / odour issues.
Waste facilities	<ul style="list-style-type: none"> • Plant for Refused Derived Fuel production (small scale e.g. Mechanical Heat Treatment / Autoclaving)¹¹⁷. Autoclaving is a pressurised steam treatment process that can produce fuel pellets or pulp (by 'cooking' waste). • Dis-assembly and re-manufacturing plant (Waste Electronic & Electrical Equipment recycling). • Enclosed waste transfer station (designed to process dry, separated recyclables). • Small-scale recyclables processing facility.
Examples of waste streams handled	<ul style="list-style-type: none"> • All types of non-hazardous waste typically handled (e.g. dry mixed recyclables) • Inert waste may also be handled (e.g. sorting of construction waste, glass etc) • Clean waste wood can be handled for recycling • Waste Electronic & Electrical Equipment
Appropriate locations for these activities (including site requirements)	<ul style="list-style-type: none"> • As activities can be similar to other industrial activity, these facilities can be located on land previously used for general (B2) industrial activities or B1 uses (light industry appropriate in a residential area). • The requirement for good transport infrastructure is essential and therefore, where possible, should be located close to the primary road network or have potential access to rail. • Placement of sites near to the source of waste is increasingly important, by limiting movement of waste from source the impact of sites decreases.

¹¹⁷ Refuse-derived fuel, (RDF), is made by refining municipal solid waste in a series of mechanical sorting and shredding stages to separate the combustible portion of the waste. Either a loose fuel, known as fluff, floc or coarse RDF (c-RDF), or a densified pellet or briquette (d-RDF) is produced.

Locations where activities would be unsuitable	<ul style="list-style-type: none">• Sites with existing access issues should be avoided where possible.• Areas should be avoided where facilities seeking expansion of existing hardstanding would encroach into flood zones.
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Category 4: Activities requiring enclosed industrial premises (large scale)

<p>Description / overview</p>	<ul style="list-style-type: none"> • Large buildings required to process mixed waste primarily via mechanical and / or biological means. • Various physical separation and waste reduction techniques can be used either as standalone operations or in combination. Such activities are typically housed in an enclosed 'warehouse' type building. • 'Large scale' enclosed premises typically require site of 2-4 hectares (throughput can be up in excess of 100,000 tonnes per annum).
<p>Waste facilities</p>	<ul style="list-style-type: none"> • Materials Recovery Facility (MRF) (for dry recyclables). • Enclosed Anaerobic Digestion (AD) plant (large scale). • Enclosed MBT (Mechanical Biological Treatment) (large scale integrated plant)¹¹⁸.
<p>Examples of waste streams handled</p>	<ul style="list-style-type: none"> • Unsorted 'black bag' wastes (AD and MBT) • Residual household waste following doorstep separation of dry recyclables / green waste • Residual waste following separation of recyclables / organics at another facility.
<p>Appropriate locations for these activities (including site requirements)</p>	<ul style="list-style-type: none"> • Large scale processing operations can take place in a range of buildings and at different locations. Preference should be given to industrial or degraded sites or sites on or close to existing waste management facilities. • B1 / B2 and B8 use class designations may potentially be acceptable. • Sites need to be suitable for use by HGVs. • Consideration should be given to the potential for co-location with rail or barge transfer operations.
<p>Locations where activities would be unsuitable</p>	<ul style="list-style-type: none"> • Mixed household waste has the potential to cause additional nuisance from litter, odour and leachate. The planning and siting considerations will therefore be different to dry recyclables processing. • Locating sites close to residential development should be avoided. Some operations which involve mechanical processing and external loading and unloading of material may be

¹¹⁸ The term 'mechanical and biological treatment' (MBT) is commonly used to describe a hybrid process which combines mechanical and biological techniques used to sort and separate mixed household waste and produce a Refused Derived Fuel (RDF).

	<p>inherently noisy which will also affect the choice of site.</p> <ul style="list-style-type: none">• Sites with existing access issues should be avoided where possible.• Areas should be avoided where facilities seeking expansion of existing hardstanding would encroach into flood zones.
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Category 5: Activities requiring enclosed building with stack (small scale)

<p>Description / overview</p>	<ul style="list-style-type: none"> Plants with a throughput of approx. 50,000 tonnes per annum. Smaller scale thermal treatment facilities are often designed to receive a specific component of the waste stream. Can offer a waste management option which is more likely to be accepted by local residents. Energy is generated. Often combustion chambers are fired up according to the need to respond to fluctuations in the supply of waste. Gasification is a thermal process in which carbon is converted to a syngas leaving a solid residue. Pyrolysis takes place either in the complete absence of oxygen or with limited oxygen. Require site of <1-2 hectares.
<p>Waste facilities</p>	<ul style="list-style-type: none"> Pyrolysis and gasification technologies (advanced thermal treatment). Small scale incinerator. Small thermal plants (Combined Heat & Power (CHP) plant)¹¹⁹. Small thermal treatment plants (furnaces or kilns) are also used to treat clinical wastes at hospital sites.
<p>Examples of waste streams handled</p>	<ul style="list-style-type: none"> Capable of handling a wide range of waste materials. Can be specifically designed to take a pre-processed feedstock or refuse derived fuel (RDF) (see categories 3 and 4 above). Can be used to treat clinical wastes at hospital sites. Unburned residue (bottom ash) is produced after combustible material is burnt. There are three products of pyrolysis: gas, liquid and a solid known as char.
<p>Appropriate locations for these activities (including site requirements)</p>	<ul style="list-style-type: none"> Localities which are as close as possible to the source of waste arisings in order to minimise transport. Sites which offer the potential for CHP and export of energy to businesses which would otherwise use fossil fuel sources. May also be

¹¹⁹ The revised Waste Framework Directive sets a threshold above which energy efficient municipal waste incinerators can be classified as recovery facilities, and below which they continue to be classified as disposal facilities.

	<p>considered as part of large scale residential developments.</p> <ul style="list-style-type: none"> • Can be more suited to rural areas and areas of dispersed population centres than large-scale facilities. • Most small thermal plants have been designed to treat specific industrial waste streams as part of combined heat and power (CHP) arrangements. CHP may be connected to existing decentralised energy networks in town and city centres for instance. • Preference should be given to areas allocated for business use or in traditional commercial/industrial urban areas. • Existing waste sites should also be considered. Plants can be located alongside modern industrial buildings or as a part of business parks where CHP potential can be developed. • Pyrolysis and gasification- the scale of individual buildings and process components is likely to be compatible with most small / medium sized industrial activities.
<p>Locations where activities would be unsuitable</p>	<ul style="list-style-type: none"> • Should be located appropriate distances from sensitive habitats and other sensitive receptors (e.g. residential). • Safeguarding zones around aerodromes where building height is restricted should be avoided. • Pyrolysis and gasification facilities should avoid sites closer than 250m of housing etc where possible or demonstrate emission standards can be met where closer.

Category 6: Activities requiring enclosed building with stack (large scale)

Description / overview	<ul style="list-style-type: none"> Plants with a throughput of approx. 200,000 tonnes per annum. Plants typically designed to handle large volumes of mixed waste following the 'mass combustion' approach. Designed to burn waste as efficiently as possible, usually recovering energy. The volume of waste needing disposal following treatment is reduced by approximately 90%, reducing the need for landfill. The whole process is typically contained within a single building. Legislation requires that all new and existing plants operate to extremely high environmental standards. Require site of 2-5 hectares.
Waste facilities	<ul style="list-style-type: none"> Energy Recovery Facility ('mass burn' with energy generation)¹²⁰; Fluidised bed incinerators generally require some form of refuse derived fuel (RDF). Biomass plant (including proportion of waste biomass feedstock)
Examples of waste streams handled	<ul style="list-style-type: none"> Can receive between 90,000 and 600,000 tonnes of waste per year. Capable of handling a wide range of waste materials. Contaminated paper (e.g. with grease from food) can be more suited to energy recovery.
Appropriate locations for these activities (including site requirements)	<ul style="list-style-type: none"> Often located in or near urban areas. Compatible with the more intensive Class B2 activities under the Use Classes Order. Existing waste sites should also be considered. Should be located as close as possible to the source of waste arisings in order to minimise transport. Should be located on sites which offer the potential for combined heat and power (CHP) and export of energy to nearby businesses.
Locations where activities would be unsuitable	<ul style="list-style-type: none"> Not normally be compatible with a hi-tech business park environment or a rural/semi rural setting.

¹²⁰ The revised Waste Framework Directive sets a threshold above which energy efficient municipal waste incinerators can be classified as recovery facilities, and below which they continue to be classified as disposal facilities

	<ul style="list-style-type: none">• Should be located appropriate distances from sensitive habitats and other sensitive receptors (e.g. residential).• Safeguarding zones around aerodromes where building height is restricted should be avoided.
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Category 7: Landfilling

<p>Description / overview</p>	<ul style="list-style-type: none"> • Modern landfill practice requires a significant degree of engineering in order to contain tipped waste, control emissions and minimise potential environmental effects. • The majority of landfills are operated on a phased cell system whereby, as one cell is being filled, another is being prepared, and another is being completed / restored¹²¹.
<p>Waste facilities</p>	<ul style="list-style-type: none"> • Waste disposal mainly below ground level (infilling a void). Landraise, also generically referred to as landfill, refers to waste disposal mainly above pre-existing ground levels. • The primary by-products where biodegradable materials are disposed of are landfill gas and leachate (requiring ancillary operations including abstraction systems). • Inert waste can be used to restore minerals workings. • Sites may include a separate protective cell for hazardous materials.
<p>Examples of waste streams handled</p>	<ul style="list-style-type: none"> • Most types of non-hazardous waste may be disposed of via landfill although as disposal is increasingly discouraged, the future role of landfill is likely to be limited to the residues of other waste management operations such as incinerator ashes and materials recovery facility (MRF) rejects etc. • Hazardous wastes (although certain hazardous wastes are banned from landfill disposal). • Inert waste (non-biodegradable) is a restoration material and is not classed as landfilling.
<p>Appropriate locations for these activities (including site requirements)</p>	<ul style="list-style-type: none"> • Landfill sites sited where an existing void is available, such as in existing mineral workings. • The location of land-raise sites is less limited and may include derelict land, or extensions to existing landfills. • Landfill sites tend to be located in rural areas. • Range in size from just a few hectares (Ha) to over 100 Ha. The larger sites are more economically viable.
<p>Locations where activities would be unsuitable</p>	<ul style="list-style-type: none"> • Sites close to housing, commercial or recreational areas etc. should generally be avoided.

¹²¹ Cells are holes which are lined with a waterproof liner and contain systems to manage landfill gas and leachate/ liquids. When complete the cells are covered with clay to seal the waste.

	<ul style="list-style-type: none">• Areas overlying principal aquifers or close to potable waters should also be avoided.• Sensitive habitats should be avoided.• Bird strike' zones around aerodromes should be avoided.
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Appendix C – Preferred Waste Areas

1. The following appendix provides information on the industrial estates and industrial land (listed alphabetically by Authority) that are Preferred Waste Areas within the Plan:

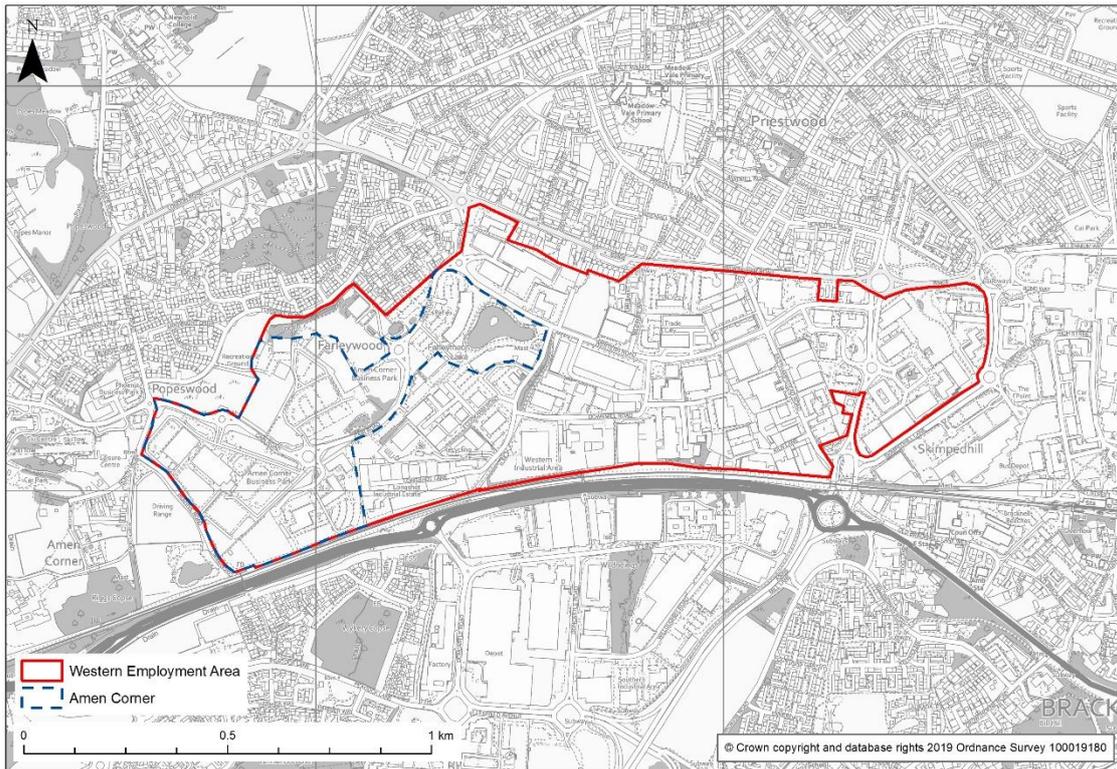
Preferred Waste Area	Local Planning Authority
Western Employment Area (parts), Bracknell	Bracknell Forest
Longshot Industrial Estate (within Western Employment Area), Binfield	Bracknell Forest
Eastern Employment Area, Bracknell	Bracknell Forest
Vulcan Way Employment Area, Sandhurst	Bracknell Forest
Bennet Road Area, Reading	Reading
North of Basingstoke Road, Reading	Reading
Elgar Road, Reading	Reading
Portman Road / Deacon Way Area, Reading	Reading
Richfield Avenue / Tessa Road Area, Reading	Reading
Paddock Road Industrial Estate, Reading	Reading
South of Basingstoke Road, Whitley	Reading
Wigmore Lane, Reading	Reading
Bridgewater Close, Reading	Reading
Island Road Major Opportunity Area, Reading	Reading
Newlands Farm, Crowthorne	Wokingham
Toutley Road Depot, Emmbrook	Wokingham
Molly Millars Lane Area (parts), Wokingham	Wokingham
Suttons Industrial Park, Earley	Wokingham
Hogwood Lane Business Area (parts), Wokingham	Wokingham
Headley Road Industrial Estate, Wokingham	Wokingham
Headley Park, Wokingham	Wokingham
Ruscombe Business Park (parts), Ruscombe	Wokingham
Nine Mile Ride Industrial Park, Wokingham	Wokingham
Brookside Business Park, Swallowfield	Wokingham
Cutbush Lane Business Area, Wokingham	Wokingham

2. The delineation of the site is shown by the red boundary. The types of waste activity that are considered suitable are provided. More detail on these activities is provided in Appendix B.
3. Development should be designed with appropriate mitigation measures, to avoid or mitigate its impacts on the environment and local communities. These will need to be addressed at the planning application stage, which should present the most appropriate responses, which are likely to include detailed site appraisals and Environmental Impact Assessment (EIA). These will identify what effects the development will have, and how to tackle them. All assessment information and suggested mitigation measures should be clearly

identified and form part of the pre-application discussions and consultation with communities.

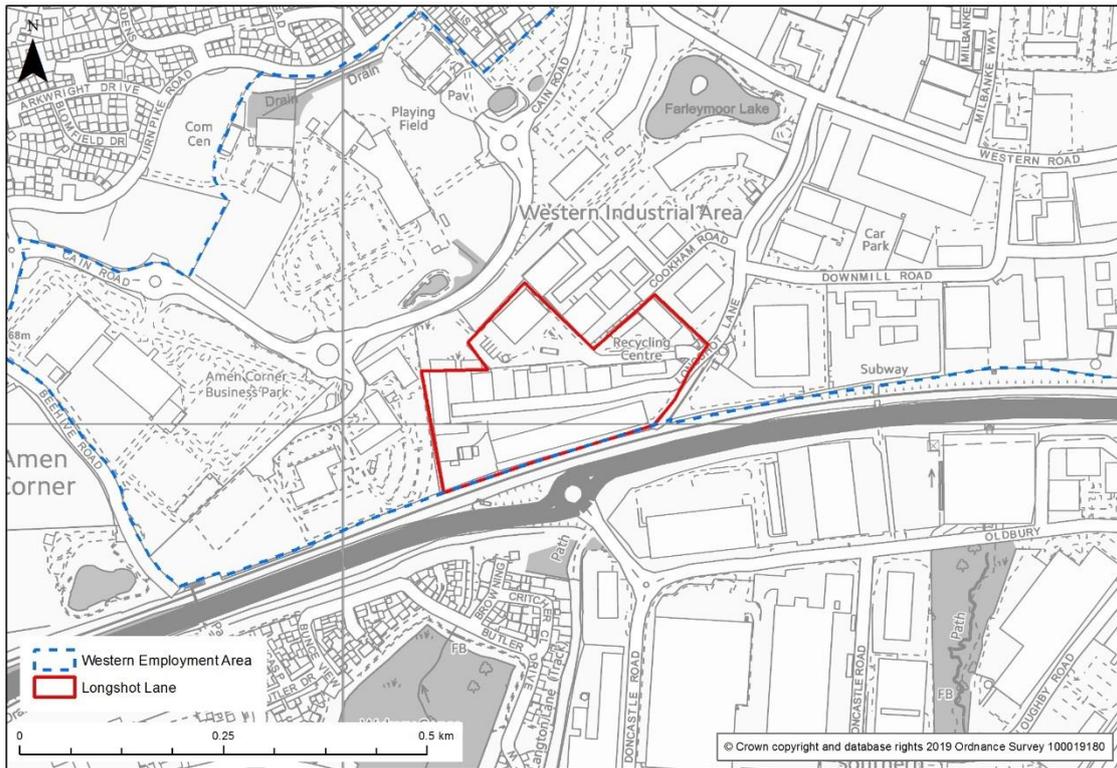
4. For any development proposal at the sites identified in the Plan, all elements of the Plan need to be considered as well as the wider Local Plans and development strategies for Central and Eastern Berkshire.

Site Name	Western Employment Area
Location	Western Road, Bracknell, RG12 1RE
Current use (specify class classification)	B1 / B8
Part of this industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) • Category 4: Activities requiring enclosed industrial premises (large scale). 	

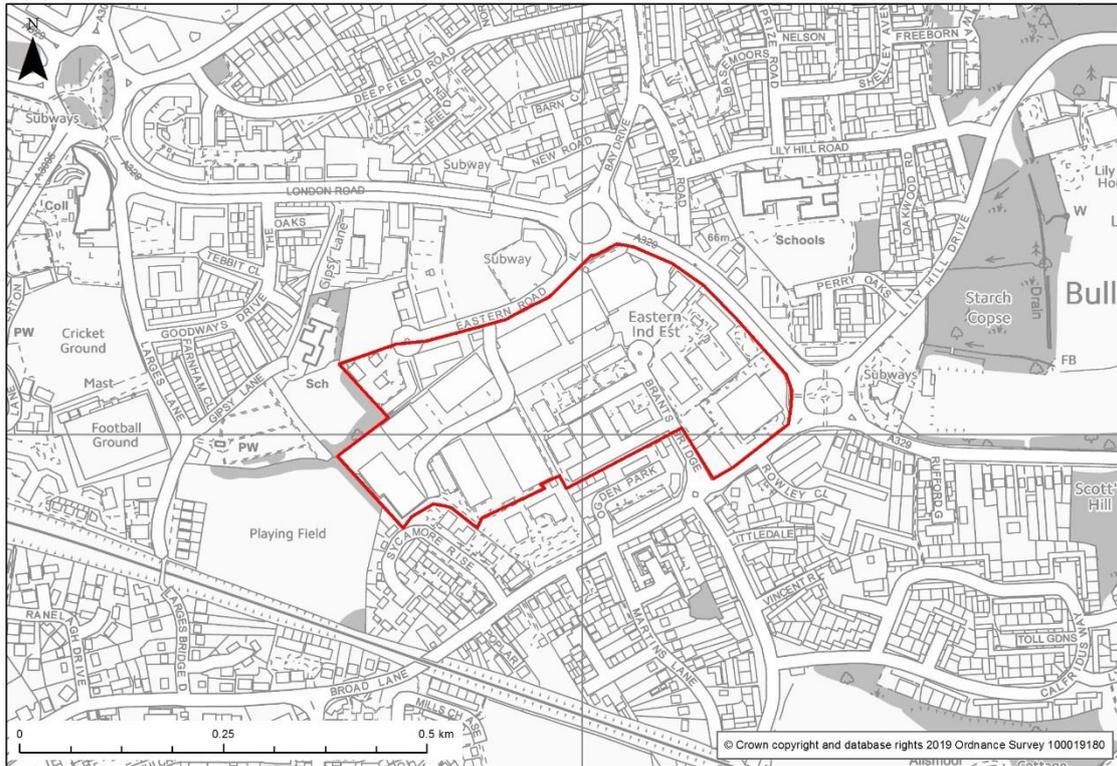


N.B. Amen Corner is an area within the Western Employment Area that is occupied by a number of large HQ style office buildings and is considered to be unlikely to be suitable as waste operations are not considered compatible with high value business parks.

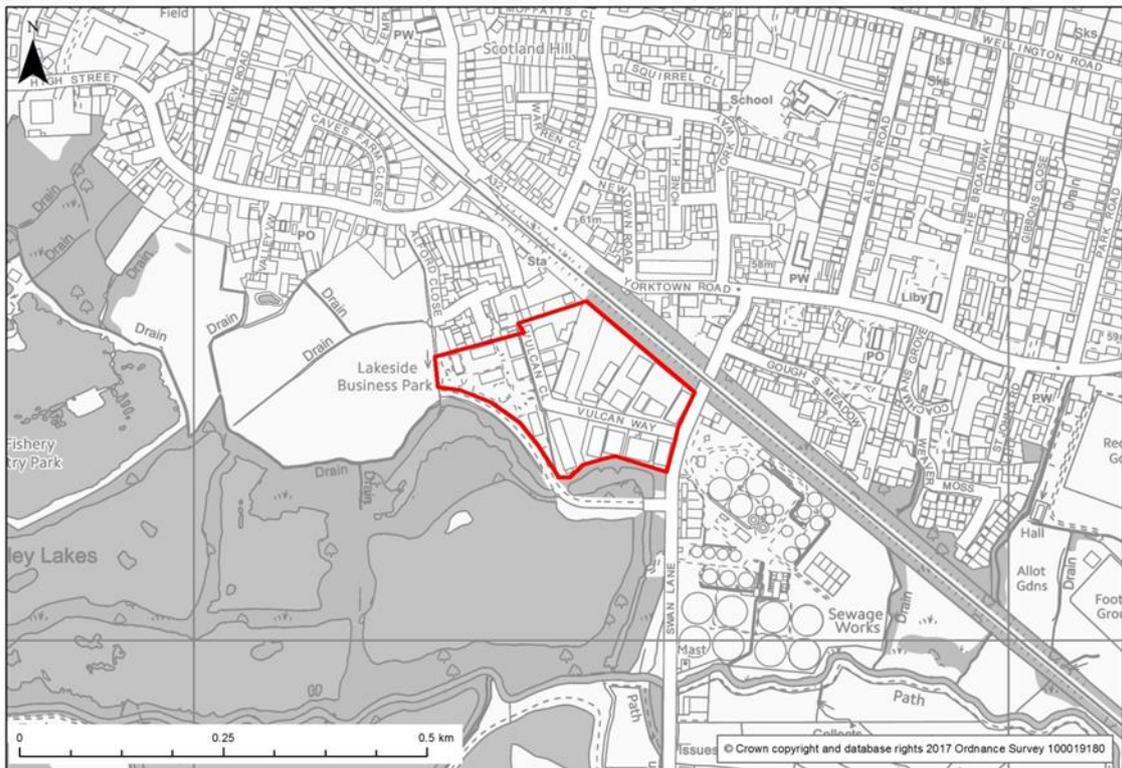
Site Name	Longshot Industrial Estate (within Western Employment Area)
Location	Longshot Lane, Binfield, Bracknell RG12 1RL
Current use (specify class classification)	B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



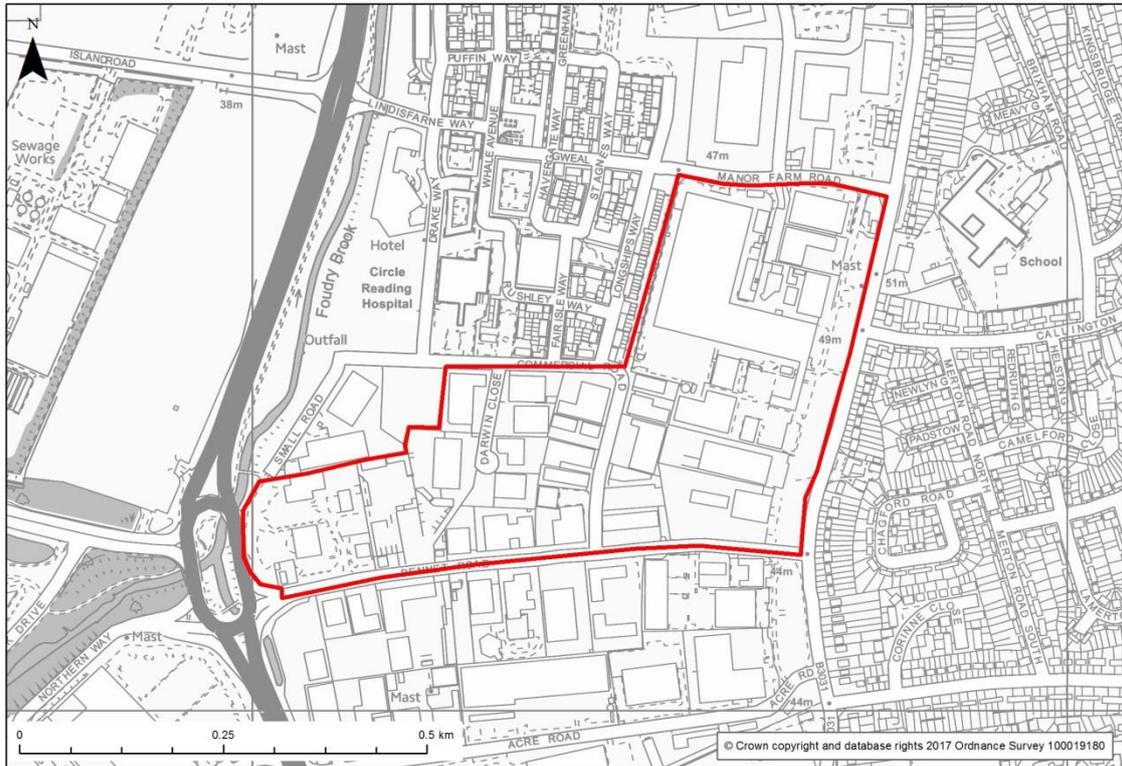
Site Name	Eastern Employment Area
Current use (specify class classification)	B1 / B8
<p>This industrial area is considered potentially suitable for the following waste categories:</p> <ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



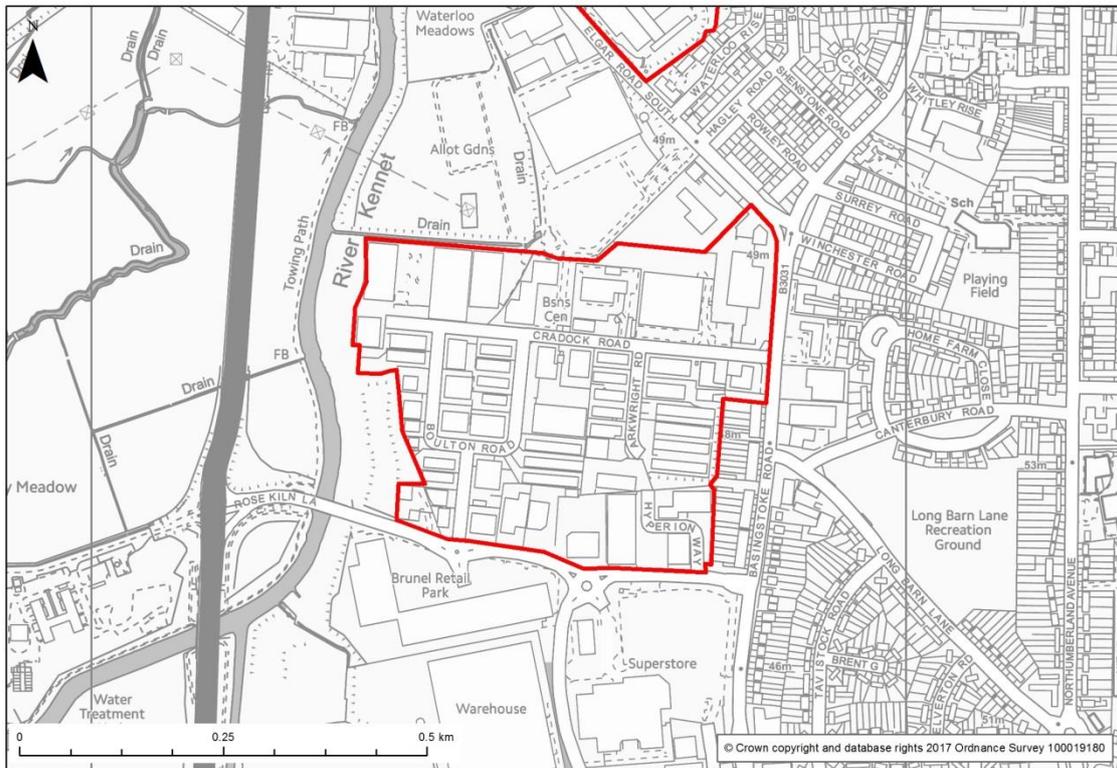
Site Name	Vulcan Way Employment Area (including lakeside Business Park)
Location	Sandhurst, Bracknell, GU47 9DB
Current use (specify class classification)	B2
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



Site Name	Bennet Road Area
Location	Bennet Road, Reading, RG2 0QX
Current use (specify class classification)	B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



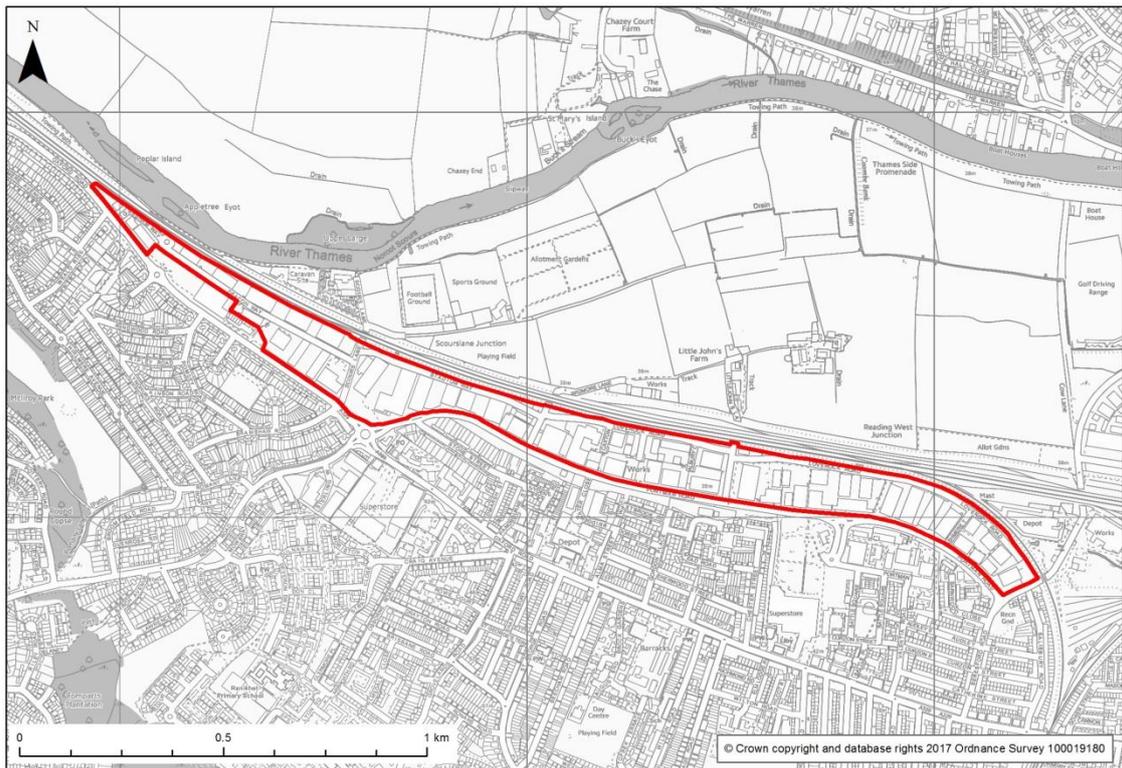
Site Name	North of Basingstoke Road
Current use (specify class classification)	B1(C) / B2 & B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



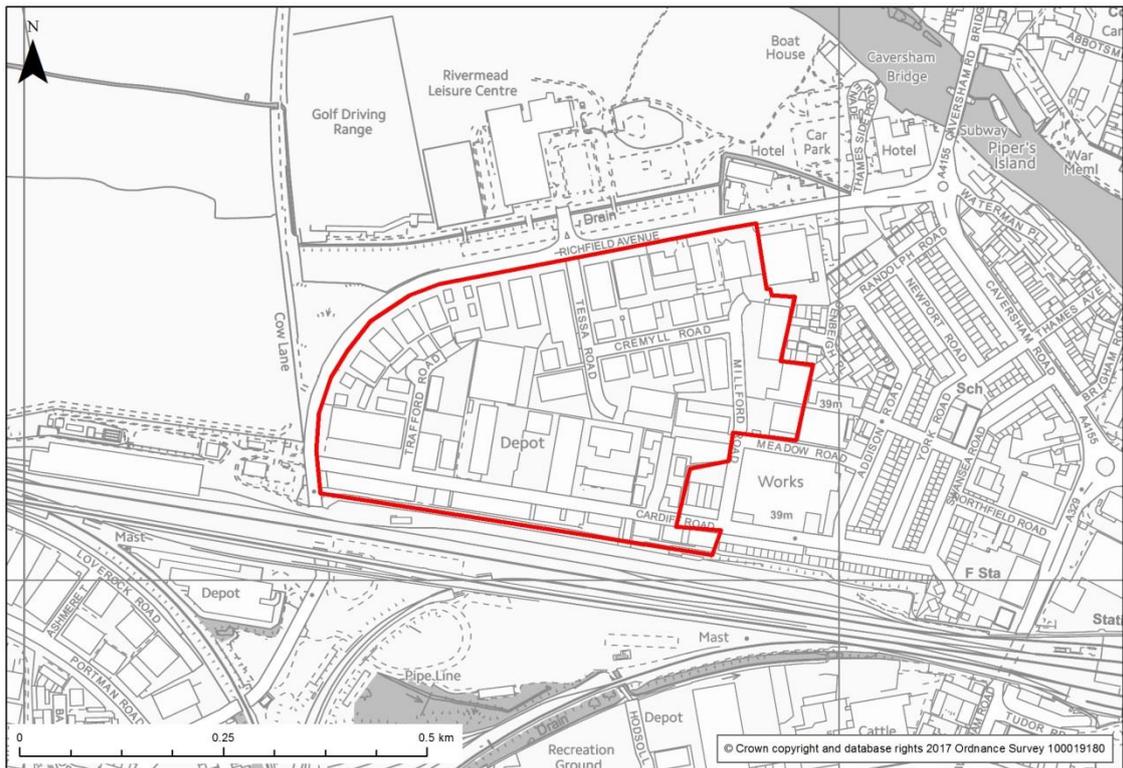
Site Name	Elgar Road
Current use (specify class classification)	B1(C) / B2 & B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



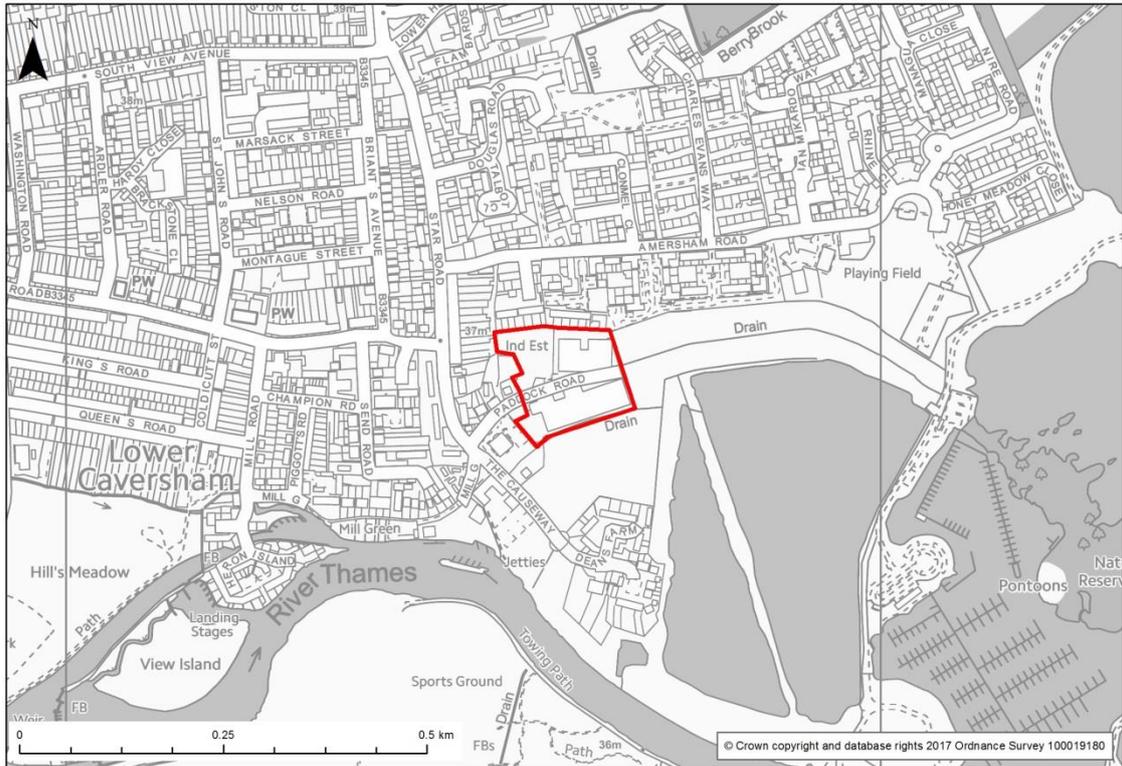
Site Name	Portman Road / Deacon Way Area
Location	Portman Road, Reading, RG30 1EA / Deacon Way, Reading, RG30 6AZ
Current use (specify class classification)	B1(C) & B2 & B8
<p>This industrial area is considered potentially suitable for the following waste categories:</p> <ul style="list-style-type: none"> • Category 2: Activities requiring a mix of enclosed buildings / plant and open ancillary open (possibly involving biological treatment); and • Category 3: Activities requiring enclosed industrial premises (small scale) 	



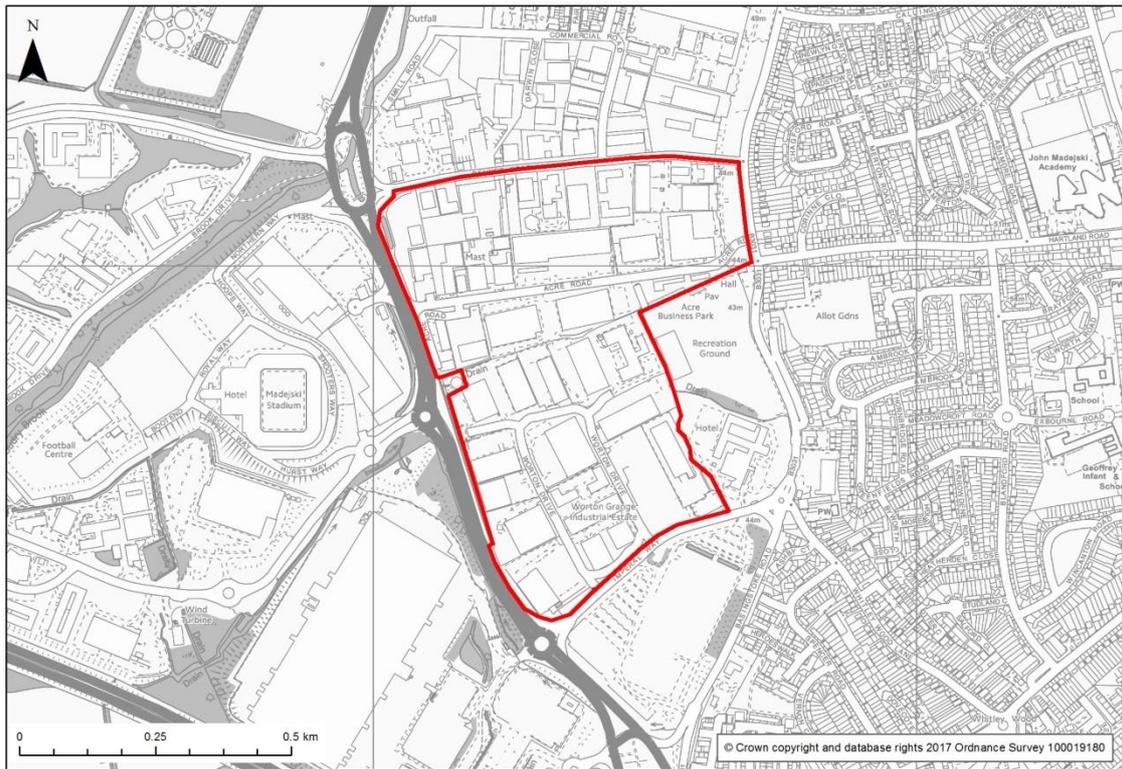
Site Name	Richfield Avenue / Tessa Road Area
Location	Richfield Ave, City Centre, Reading RG1 8EQ
Current use (specify class classification)	B1(C) / B2 / B8
<p>This industrial area is considered potentially suitable for the following waste categories:</p> <ul style="list-style-type: none"> • Category 2: Activities requiring a mix of enclosed buildings / plant and open ancillary open (possibly involving biological treatment); and • Category 3: Activities requiring enclosed industrial premises (small scale) 	



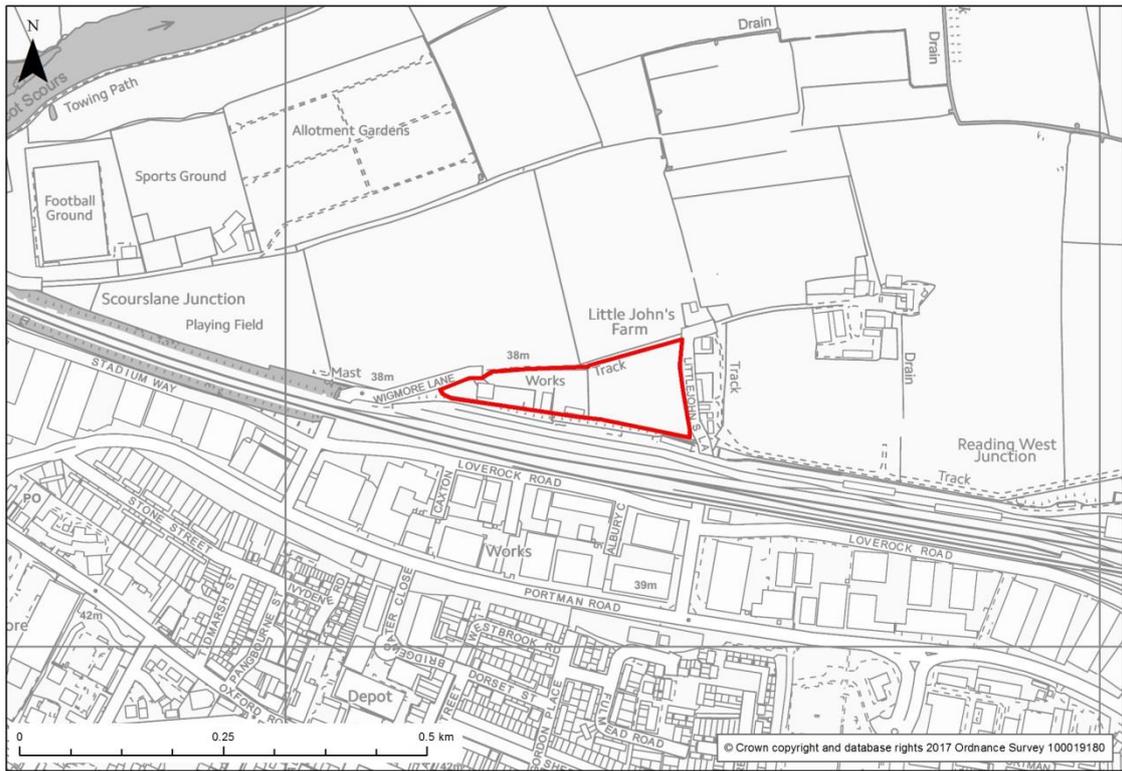
Site Name	Paddock Road Industrial Estate
Location	Paddock Road, Reading, RG4 5BY
Current use (specify class classification)	B1(C) & B2
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



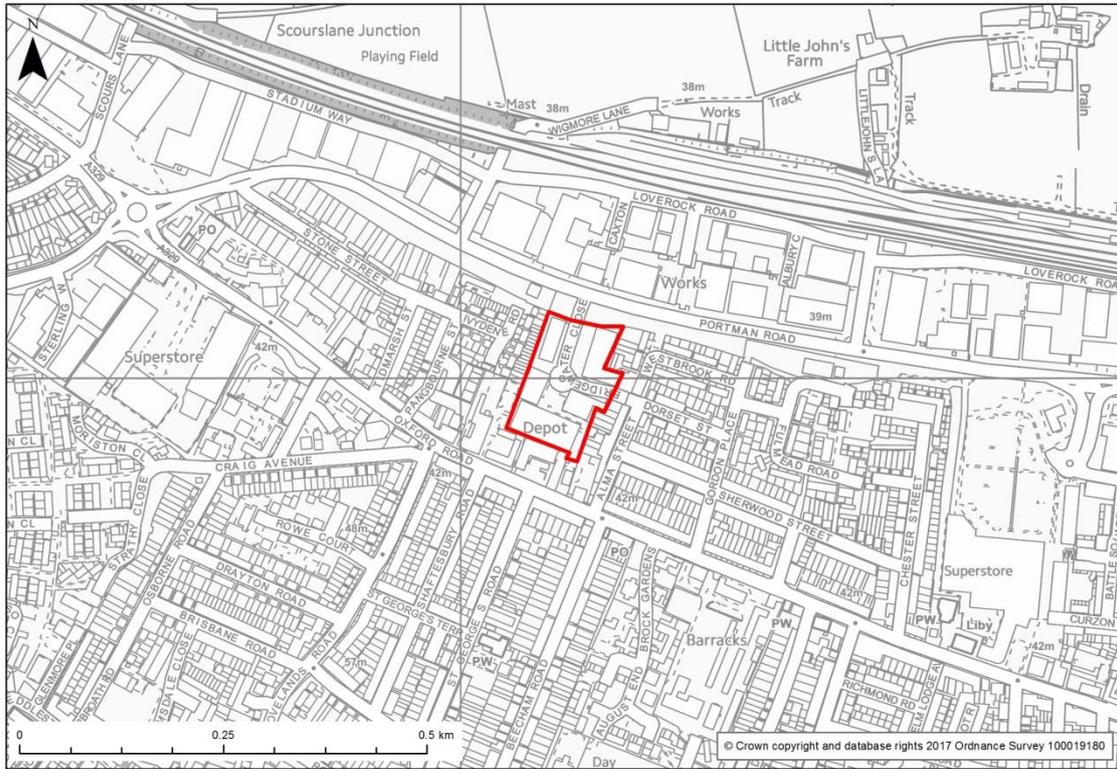
Site Name	South of Basingstoke Road
Location	Whitley
Current use (specify class classification)	B1(C) / B2 / B8
<p>This industrial area is considered potentially suitable for the following waste categories:</p> <ul style="list-style-type: none"> • Category 2: Activities requiring a mix of enclosed buildings / plant and open ancillary open (possibly involving biological treatment); and • Category 3: Activities requiring enclosed industrial premises (small scale) 	



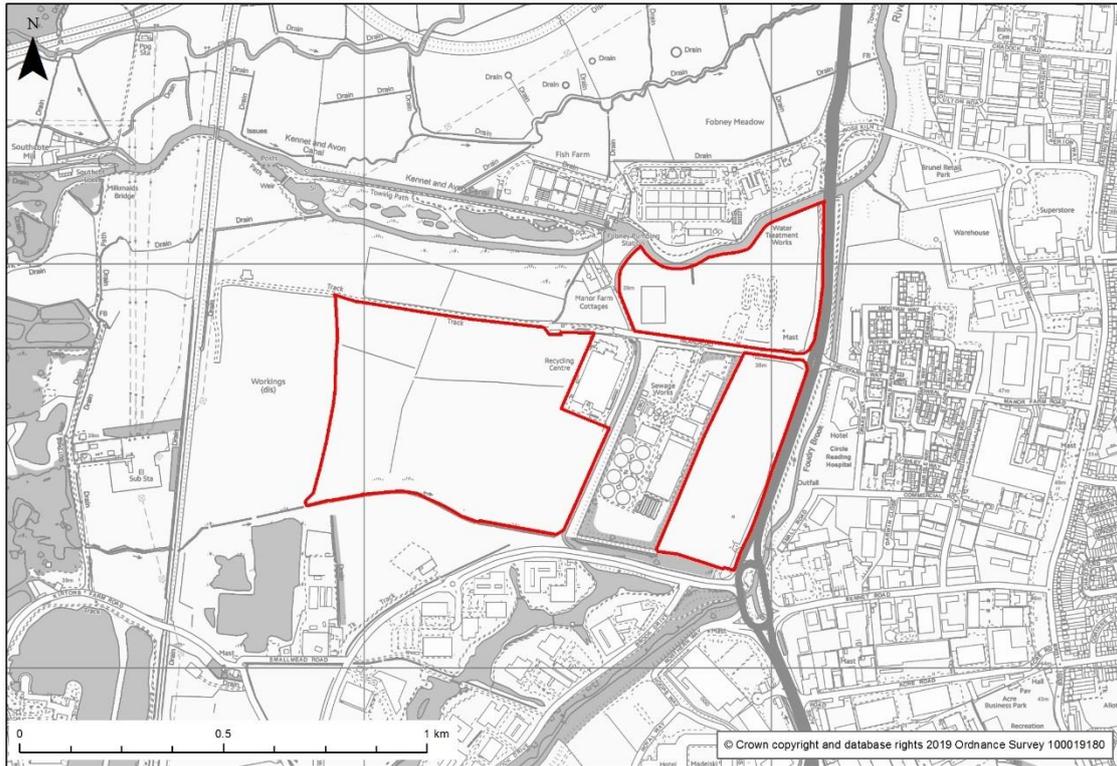
Site Name	Wigmore Lane
Current use (specify class classification)	B1(C) / B2 / B8
<p>This industrial area is considered potentially suitable for the following waste categories:</p> <ul style="list-style-type: none"> • Category 2: Activities requiring a mix of enclosed buildings / plant and open ancillary open (possibly involving biological treatment); and • Category 3: Activities requiring enclosed industrial premises (small scale) 	



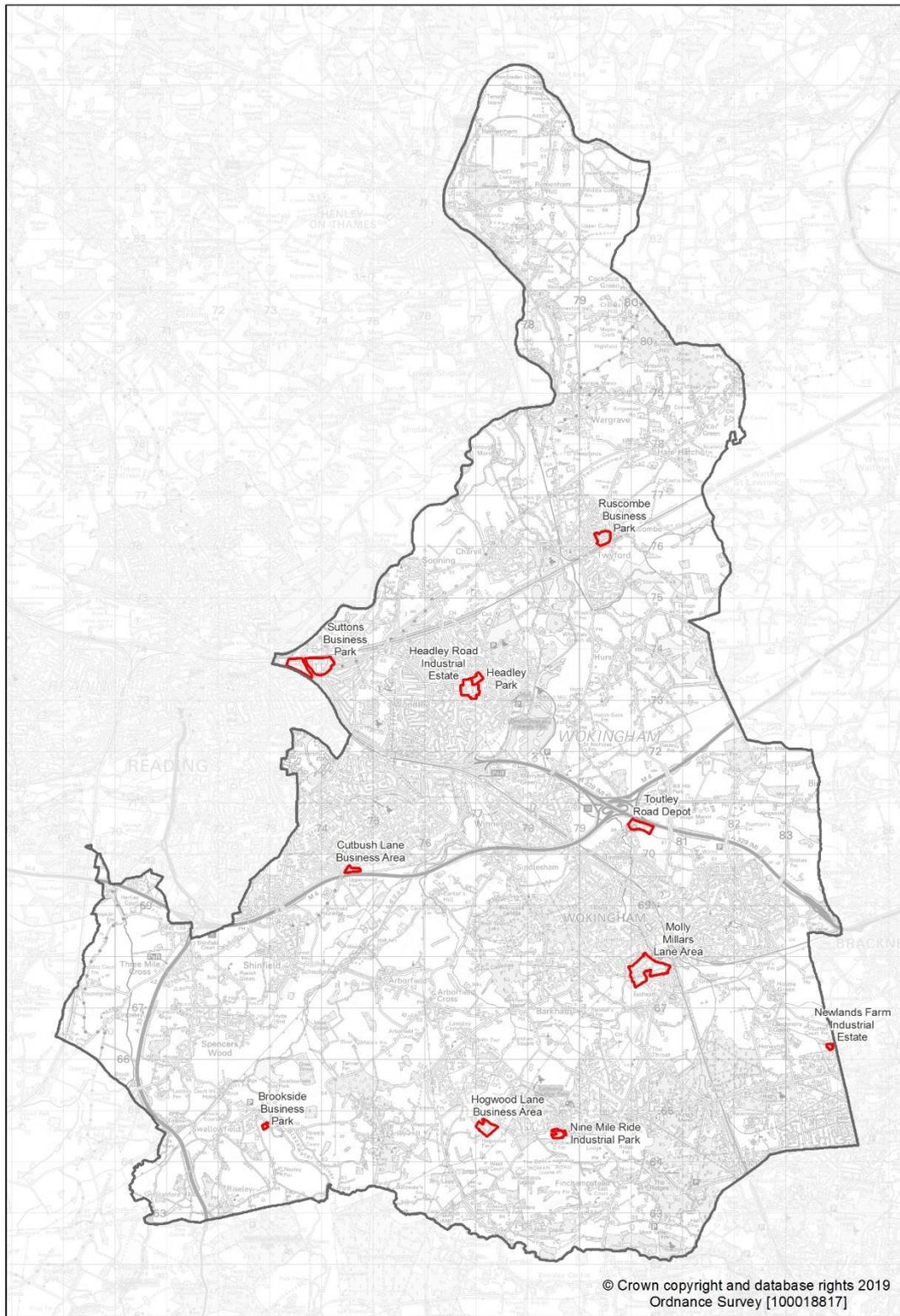
Site Name	Bridgewater Close
Current use (specify class classification)	B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



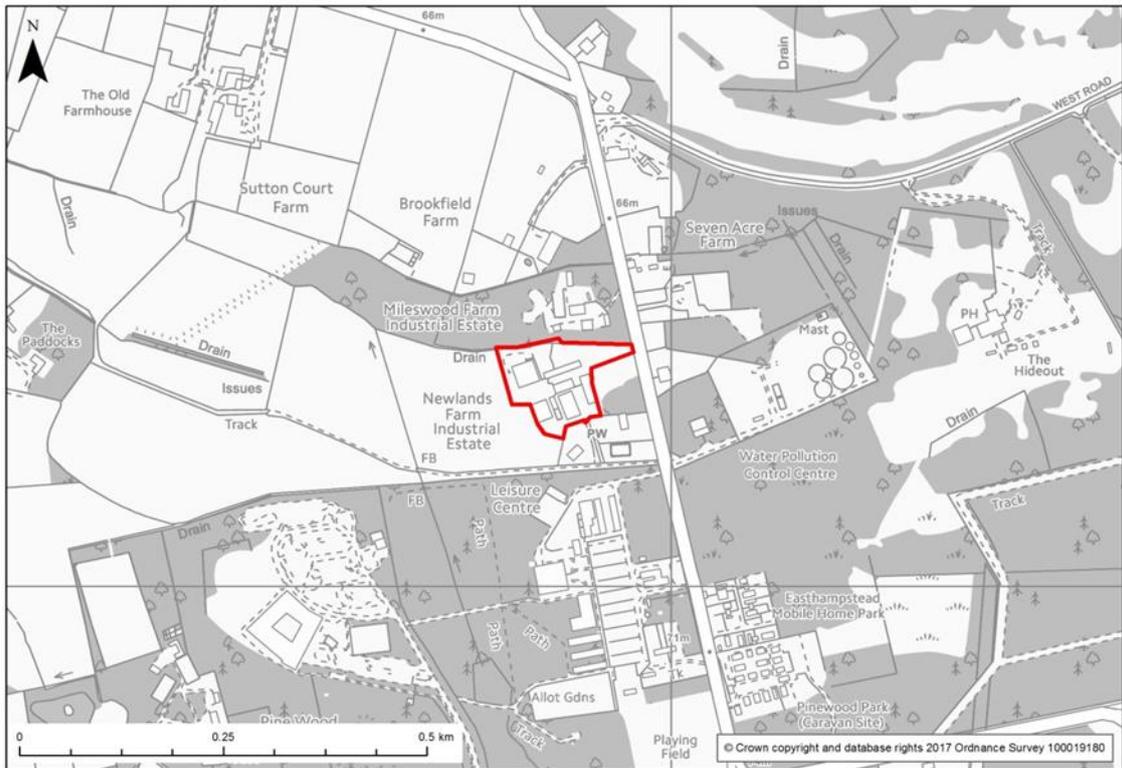
Site Name	Island Road Major Opportunity Area
Location	Reading
Current use (specify class classification)	B2 / B8 - The land is allocated in Reading Local Plan SR1: Island Road Major Opportunity Area.
<p>This industrial area is considered potentially suitable for the following waste categories:</p> <ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale). 	



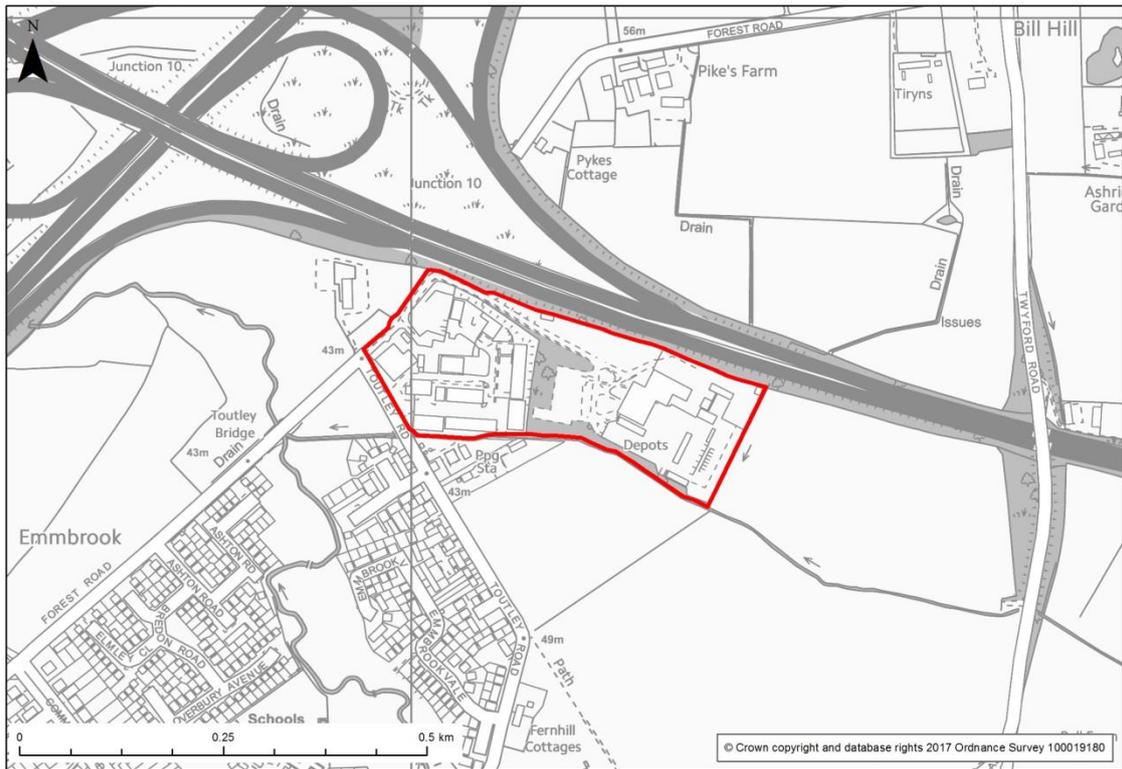
Wokingham



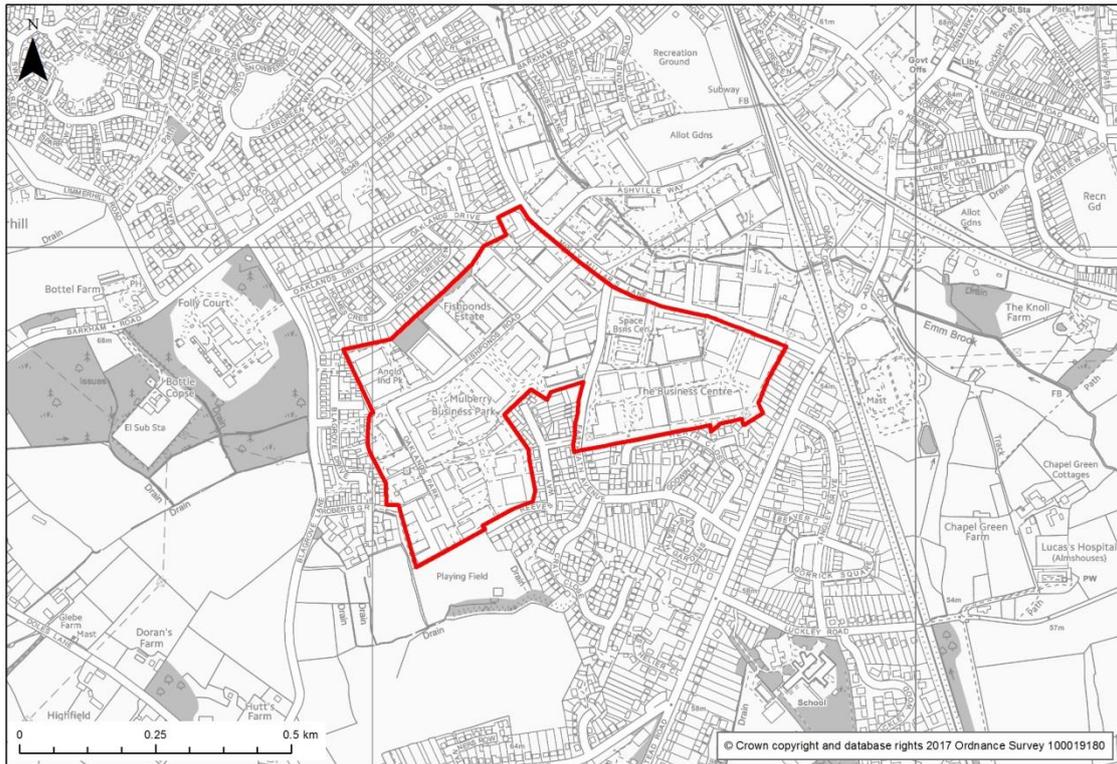
Site Name	Newlands Farm
Location	Crowthorne
Current use (specify class classification)	B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



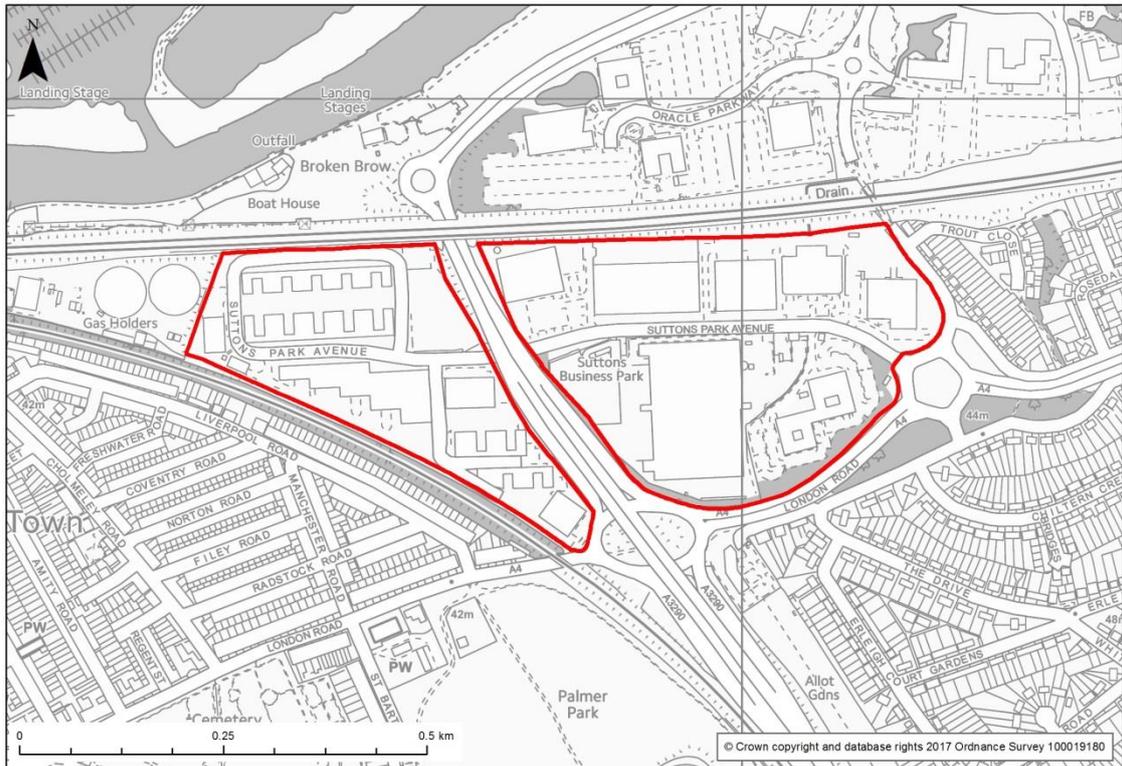
Site Name	Toutley Road Depot
Location	Emmbrook
Current use (specify class classification)	B2
<p>This industrial area is considered potentially suitable for the following waste categories:</p> <ul style="list-style-type: none"> • Category 2: Activities requiring a mix of enclosed buildings / plant and open ancillary open (possibly involving biological treatment); and • Category 3: Activities requiring enclosed industrial premises (small scale) 	



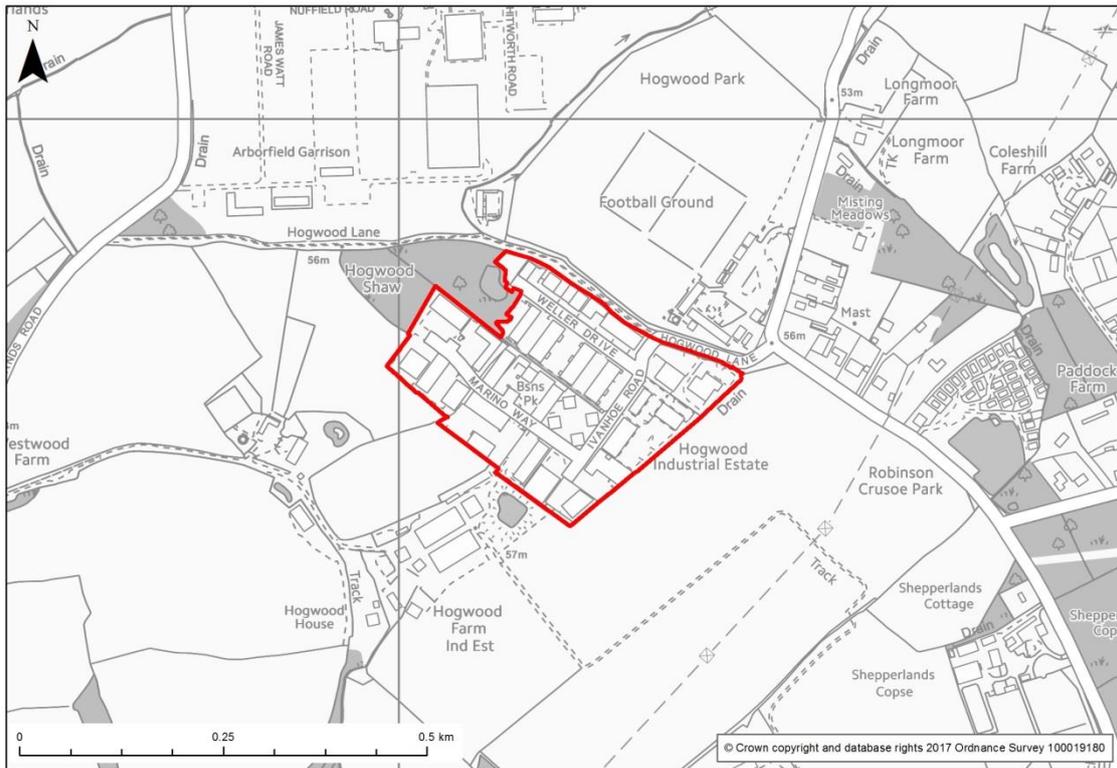
Site Name	Molly Millars Lane Area (excluding Fishponds Business Park and Mulberry Business Park)
Location	Molly Millars Lane, Wokingham, RG41 2RT
Current use (specify class classification)	B1 / B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



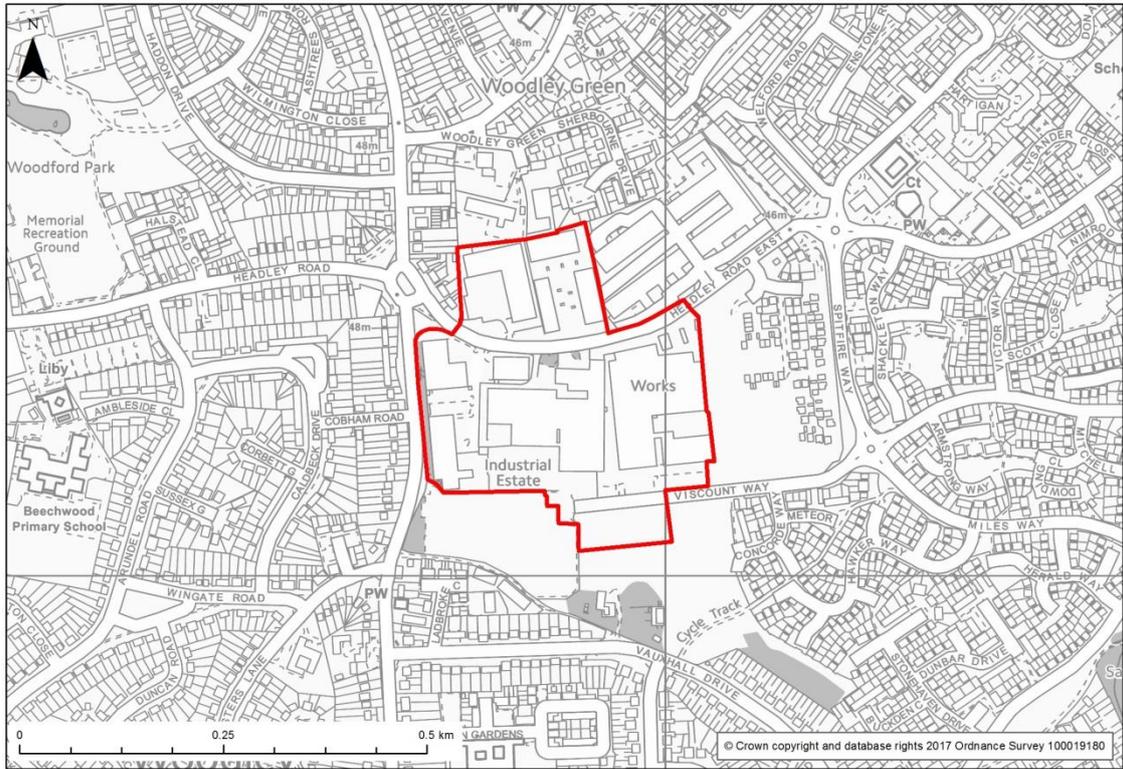
Site Name	Suttons Industrial Park
Location	Earley, Reading, RG6 1AZ
Current use (specify class classification)	B1 / B2 / B8
<p>This industrial area is considered potentially suitable for the following waste categories:</p> <ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale); and • Category 4: Activities requiring enclosed industrial premises (large scale) 	



Site Name	Hogwood Lane Business Area (parts)
Location	Wokingham
Current use (specify class classification)	B1c / B2
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



Site Name	Headley Road Industrial Estate
Current use (specify class classification)	B1 (C) / B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



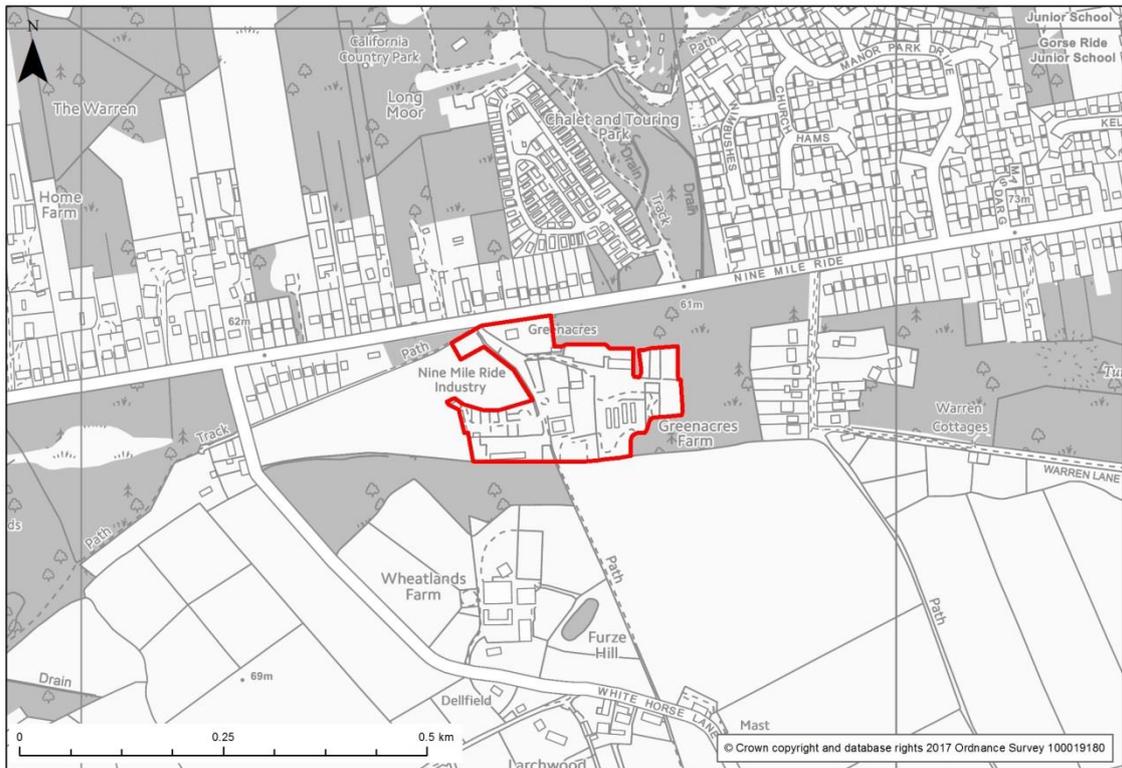
Site Name	Headley Park
Current use (specify class classification)	B1 (C) / B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



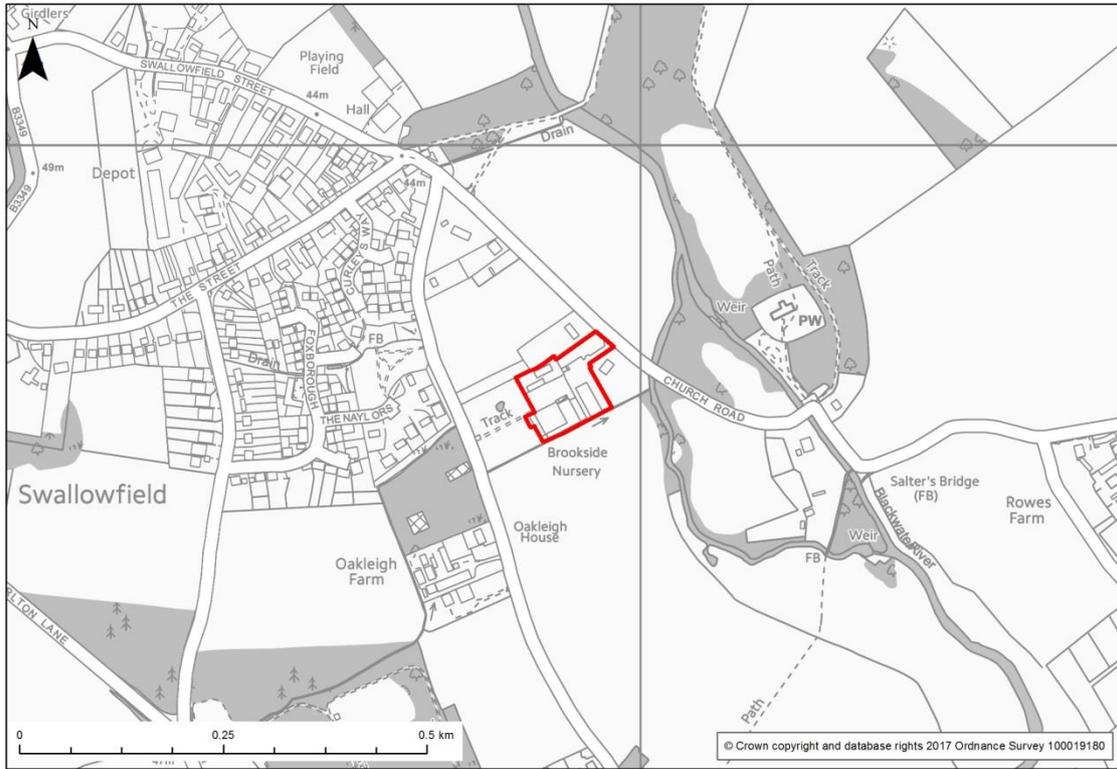
Site Name	Ruscombe Business Park (parts)
Current use (specify class classification)	B1c / B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



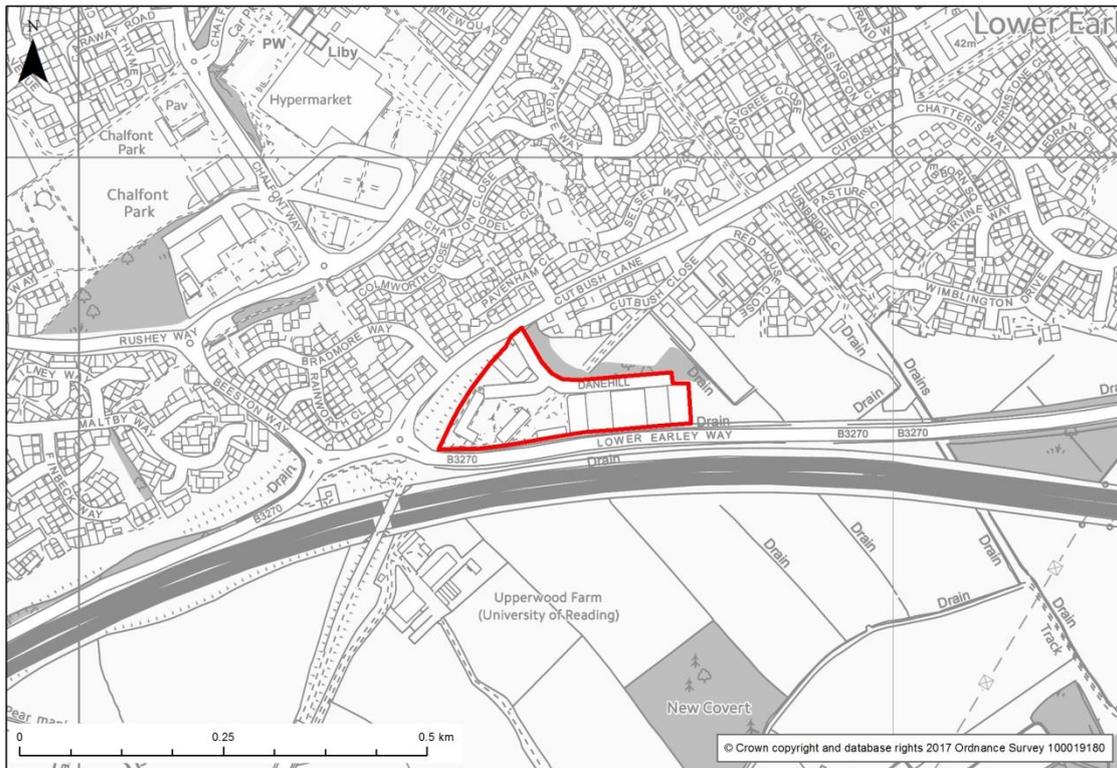
Site Name	Nine Mile Ride Industrial Park
Current use (specify class classification)	B1c / B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



Site Name	Brookside Business Park
Current use (specify class classification)	B2 / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



Site Name	Cutbush Lane Business Area
Current use (specify class classification)	B1a / B1c / B8
This industrial area is considered potentially suitable for the following waste categories:	
<ul style="list-style-type: none"> • Category 3: Activities requiring enclosed industrial premises (small scale) 	



Appendix D - The Evidence Base

This Proposed Submission Plan consultation paper is supported by a number of reports which set out the evidence for the contents provided. These reports include:

- *Minerals: Background Study* – sets out the types, availability and movements of minerals in the Plan area and what issues may affect future demand.
- *Waste: Background Study* – sets out the amounts and types of waste that need to be managed, how it is currently managed and what the future waste management may be.
- *Sustainability Appraisal (incorporating Strategic Environmental Assessment) Environmental Report* – sets out the findings of assessing the policies and sites to ensure the Plan will not have any significant impacts on the Central and Eastern Berkshire environment, communities and economy.
- *Habitats Regulations Assessment: Screening & Appropriate Assessment* – sets out the assessment of potential impacts of the policies and sites on European designated habitats.
- *Strategic Flood Risk Assessment* – a review of existing Strategic Flood Risk Assessments, any updates to data and a review of sites.
- *Strategic Traffic & Transport Assessment* – an assessment of the traffic impacts of the sites.
- *Landscape & Visual Impact Assessment* – an assessment of the landscape impacts of the sites.
- *Heritage Statement* – an assessment of the sites using the Historic Environment Record.
- *Restoration Study* – a study of restoration issues and requirements within Central & Eastern Berkshire.
- *Minerals & Waste Safeguarding Study* – a study of the safeguarding requirements within Central & Eastern Berkshire.
- *Minerals: Proposal Study* – sets out the potential mineral sites and their suitability.
- *Waste: Proposal Study* – sets out potential waste sites and their suitability
- *Equalities Impact Assessment* – sets out whether the Plan will have an impact on particular sectors of Central & Eastern Berkshire's communities.
- *Duty to Cooperate Statement* – a report on cross boundary issues and how these have been addressed in cooperation with key stakeholders.
- *Climate Change Topic Paper* – sets out how minerals and waste development can contribute towards mitigating the causes of climate change and reducing the vulnerability of the effects of climate change.

Appendix E – Safeguarded sites

Site Name	Location	Primary Function/Use	Planning Permission / End Date	Site Operator
Quarries				
Horton Brook Quarry	Horton	Sharp Sand and Gravel Extraction	30/08/2022	Aggregate Industries/Jayflex Aggregates Ltd
Sheephouse Farm Quarry	Maidenhead	Sharp Sand and Gravel Extraction	App No: 98/32472/OBC M End Date: 21/02/2042	Summerleaze Ltd
Riding Court Farm	Datchett	Sharp Sand and Gravel Extraction	16/12/2027	CEMEX
Star Works	Knowl Hill	Soft Sand	Inactive	Grundons
Horton Brook and Poyle Quarry Extension (Allocation MA 1)	Horton	Sharp sand and Gravel Extraction		
Poyle Quarry	Horton	Sand and Gravel Extraction	Applications No: Application number 04/01716/FULL	Summerleaze Ltd
Poyle Quarry Extension (Allocation – MA 2)	Horton	Sand and Gravel Extraction		Summerleaze Ltd

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CDE Recycling Sites				
Bray Recycling Facility	Monkey Island Lane, Bray	Aggregate recycling		Summerleaze Ltd
Fleetwood Grab Services Ltd	Wigmore Lane, Reading	Aggregate recycling		Fleetwood Grab Services Ltd
Hindhay Quarry	Pinkneys Green, Maidenhead	Aggregate recycling		Summerleaze Ltd
Simple Skips Ltd	Ascot	Aggregate recycling		Simple Skips Limited
Hythe End Quarry	Wraysbury	Aggregate recycling		Fowles Crushed Concrete Limited
R Collard Limited	Reading	Aggregate recycling		R Collard Limited
Hythe End Farm	Hythe End Road, Wraysbury	Aggregate recycling		Charles Morris
Riding Court Farm	Datchett	Aggregate recycling	App No: 18/00839/FULL	CEMEX
Horton Brook Quarry (Allocation – WA 2)	Horton	Aggregate recycling		Aggregate Industries/Jayflex Aggregates Ltd
Aggregate Wharves				

Monkey Island Lane Wharf (Allocation – TA 1)	Bray	Aggregate Wharf		N/A
Metal Recycling Sites (MRS) & End of Life Vehicles (ELV)				
A1 Car Spares	Highland Avenue, Wokingham	ELV		A1 Wokingham Car Spares
Wraysbury Car Spares	Wraysbury	ELV		Bansals Hydraulic Ltd
R Collard Limited	Old Forest Road, Wokingham	MRS		R Collard Limited
Composting Sites / Green Waste				
Planners Farm	Bracknell Road, Brockhill	Composting		Gary Short
Berkyn Manor Farm (Allocation – WA 1)	Horton, Slough	Green Waste/Kitchen Waste		N/A
Stubbings Compound (Allocation – WA 3)	Pinkney's Green, Maidenhead	Green Waste		Stubbings Group
Household Waste Recycling Centre (HWRC)				
Braywick Civic Amenity Site	Maidenhead	HWRC		Veolia E S Cleanaway (UK) Ltd
R3 Environmental - Swallowfield	Wyvols Court Farm, Swallowfield	WEEE		R3 Environmental Solutions Ltd
Waste Transfer Station				

John Horwood	Maidenhead	Waste Transfer Station		John Horwood
Allwaste (Berkshire) Limited	Foundry Lane, Horton,	Waste Transfer Station		Allwaste (Berkshire) Limited
Reynolds Skip Hire	Reading	Waste Transfer Station		1st Reynolds Skip Hire Ltd
Darwin Close Ts2	Reading	Waste Transfer Station		Reading Borough Council
Horwoods Yard	Maidenhead	Waste Transfer Station		Dennis David Horwood & John Frederick Horwood
Maidenhead Transfer Station	Maidenhead	Waste Transfer Station		Veolia E S Cleanaway (UK) Ltd
Mini - Skips (Southern) Ltd	Maidenhead	Waste Transfer Station		Mini - Skips (Southern) Ltd
Toutley Depot, Wokingham	Wokingham	Waste Transfer Station		O C S Group U K Limited
Darwin Close Transfer Station	Reading	Waste Transfer Station		Reading Borough Council
Select Environmental Services	Reading	Waste Transfer Station		Select Environmental Services Ltd
Smallmead Waste Management Centre	Reading	Waste Transfer Station		F C C Environment (Berkshire) Limited
St. George's Lane	Ascot	Waste Transfer Station		Shorts Group Limited ¹²²

¹²² This site is currently subject to a planning application (18/00945/OUT) and a proposed housing allocation. The site will be safeguarded until/if the planning application is approved or the housing allocation is adopted.

Sharpsmart	Reading	Waste Transfer Station		Daniels Corporation International Ltd
Transfer Station, Recycling Centre & Civic Amenity Site	Reading	Waste Transfer Station		F C C Environment (Berkshire) Limited
Waste Water Treatment Works (WWTW)				
Bracknell Sewerage Treatment Works (STW)	Binfield	WWTW		Thames Water
Ascot STW	Whitmoor Bog, Bracknell	WWTW		Thames Water
Sandhurst STW (Swan Lane)	Sandhurst	WWTW		Thames Water
Easthampstead Park STW (Old Wokingham Road)	Crowthorne, Wokingham	WWTW		Thames Water
Windsor STW	Old Windsor, Windsor	WWTW		Thames Water
Maidenhead STW	Maidenhead	WWTW		Thames Water
Hurley STW	Hurley, Maidenhead	WWTW		Thames Water
White Waltham STW	White Waltham	WWTW		Thames Water
Reading STW	Reading	WWTW		Thames Water
Ashridge Farm STW	Wokingham	WWTW		Thames Water
Aborfield STW	Aborfield	WWTW		Thames Water
Sheeplands STW	Wargrave	WWTW		Thames Water

Glossary & Acronyms

Active (site): site where development relating to a planning permission is being carried out to a substantial extent.

Adaptation: In relation to Policy DM2 (Climate change - mitigation and adaptation) adaptation relates to ensuring that minerals and waste developments minimise their effect on climate change through reducing greenhouse gas emission, sustainable use of resources, developing energy recovery facilities, utilising low carbon technologies or avoiding areas vulnerable to the effects of climate change.

Aftercare: Action necessary to bring restored land up to the required standard for an agreed after-use such as agriculture, forestry or amenity.

Aggregate recycling site: Facilities where hard, inert materials are crushed and screened (filtered) to produce recycled/secondary aggregate of various grades. Aggregates may be produced from construction, demolition and excavation (CD&E) waste, or incinerator bottom ash (IBA) from energy recovery facilities.

Amenity: Something considered necessary to live comfortably.

Anaerobic Digestion (AD): A biological process making it possible to degrade organic matter by producing biogas, which is a renewable energy source and sludge, used as fertiliser.

Ancient Woodland: A statutory designation for woodland that is believed to have existed from at least 1600 AD.

Ancillary development: A group term encapsulating a variety of types of minor development that are associated with the primary permitted minerals and/or waste development that generally have minimal environmental impact

Appraisal: An assessment of a proposal for the purposes of determining its value, viability and deliverability taking into account the positive and negative impacts the development would have.

Appropriate location: A location which meets the criteria set out in Policy W4, M4 and/or M7 and complies with all other policies within the JMWP.

Area of Outstanding Natural Beauty (AONB): Areas of countryside considered to have significant landscape value and protected to preserve that value. Originally identified and designated by the Countryside Commission under Sections 87 and 88 of the National Parks and Access to the Countryside Act 1949. Natural England is

now responsible for designating AONBs and advising Government and other organisations on their management and upkeep.

Beneficial after-use: In relation to Policy DM8 (Restoration of minerals and waste developments), beneficial afteruses are when following minerals or waste development, the land is returned land back to a beneficial condition following the end of development through restoration.

Biodiversity Opportunity Area (BOA): Specific geographical areas with the best opportunity to restore and create habitats of regional importance. They are defined entirely on the basis of identifying those areas where conservation action is likely to have the most benefit for biodiversity interest and opportunities for enhancement. The purpose of BOAs is to guide support for land management as they represent those areas where assistance for land management and habitat restoration would have particular benefit.

Biodiversity net gain: In relation to development this means leaving biodiversity is a better state post-development than it was pre-development. Biodiversity net gain is one component of wider 'environmental net gain'.

Bird strike: Risk of aircraft collision with birds, which are often attracted to landfill sites containing organic waste or waterbodies.

Borrow pit: Where minerals are required for a particular major construction project, temporary borrow pits can sometimes be developed to obtain very local sources of sand, gravel, chalk or clay. Production from borrow pits is normally limited to use for a specific project, and usually has direct access from the pit to the construction site.

British Geological Survey (BGS): The BGS is part of the Natural Environment Research Council (NERC) and is a supplier of capability in geoscience through survey, monitoring and research.

Brownfield: See previously developed land.

Capacity: Is the maximum amount of waste a site can realistically manage, or in relation to minerals it is the amount of material that can be extracted from a site per annum, bearing in mind any restrictions (such as permits, traffic, space, hours of working etc.).

Chalk: A soft white rock primarily formed from the mineral calcite. One of the uses of this mineral is in agriculture.

Civic amenity site: A facility provided by the Local Authority which is accessible to the general public to deposit waste which cannot be collected with the normal household waste, such as bulky items, garden waste and engine oil.

Clay: A fine-grained, firm earthy material that is plastic when wet and hardens when heated, consisting primarily of hydrated silicates of aluminium and widely used in making bricks, tiles, and pottery.

Climate change: The significant and lasting change in the distribution of weather patterns over periods ranging from decades to millions of years and the implications on the environment and community.

Coal measures: The layers of rock specifically from a time that geologists call the Upper Carboniferous period. The Coal Measures were deposited about 310 million years ago, and these layers of rock contain many coal seams. Coal seams are a bed of coal usually thick enough to be profitably mined.

Co-location: The placement of several activities in a single location.

Combined Heat & Power (CHP): Heating technology which generates heat and electricity simultaneously, from the same energy source.

Commercial & Industrial Waste (C&I): Waste generated by business and industry.

Composting: Aerobic decomposition of organic matter to produce compost for use as a fertiliser or soil conditioner.

Concrete batching plant: Devices used to mix various materials, such as sand and gravel, to form concrete.

Construction, Demolition & Excavation Waste (CD&E): Waste generated by the construction, repair, maintenance and demolition of buildings and structures. It mostly comprises brick, concrete, hardcore, subsoil and topsoil but can also include timber, metals and plastics.

Conventional hydrocarbons (oil and gas): Oil and gas where the reservoir is sandstone or limestone.

Corridor of disturbance: An area located on land surrounding a specific construction project where aggregate is extracted as part of the development. The corridor of disturbance relates to 'borrow pits' and indicates the area which aggregate can be extracted for specific projects.

Countryside: Areas that are not urbanised.

Cumulative impact: Impacts that accumulate over time, from one or more sources.

Defra biodiversity metric: The metric is a habitat-based approach to determining a proxy biodiversity value. It is an improved version of the metric piloted by Defra in 2012 in the context of the biodiversity offsetting pilots and incorporates many of the changes since, made or requested by industry experts.

Department for Communities and Local Government (DCLG): The UK Government department for communities and local government in England (now referred to as the Ministry for Housing, Communities and Local Government).

Design and Access Statement: A supporting document submitted with a planning application, in which developers state how their proposal is appropriate for the site and accessible to people who may use it.

Development considerations: These are identified in Appendix A (Allocated Sites) of the Plan and are identified for each of the site allocations in the Plan. Development considerations are issues which need to be met /addressed alongside the other policies in the Plan in the event that a planning application is submitted for development.

Development Management (DM): Development Management is the end-to-end management of the delivery chain for sustainable development. DM includes a wide number of planning activities such as designing, analysing, influencing, promoting, engaging, negotiating, decision-making, co-ordinating, implementation, compliance and enforcement.

Development Plan Document (DPD): Spatial planning documents which are subject to independent examination.

Disposal: Any operation which is not recovery. This includes operations which have a secondary consequence such as the reclamation of substances or energy.

Dry Mixed Recyclables (DMR): Dry recyclables is the modern description of waste that is free from contaminants such as construction, food or garden waste. Leaving clean materials such as paper, cardboard, plastic bottles, drinks cans and glass bottles to be sorted and recycled.

Emissions: In the context of the minerals and waste, emissions are gases released into the atmosphere as a result of human activity. A prominent greenhouse gas is

carbon dioxide which arises from the combustion of fossil fuel and consequently contributes to climate change.

End of life vehicle (ELV): Vehicles which are no longer in use and are classified as waste.

Energy Recovery Facility (ERF): A facility at which waste material is burned to generate heat and/or electricity.

Environment Agency (EA): A public organisation with the responsibility for protecting and improving the environment in England. Its functions include the regulation of industrial processes, the maintenance of flood defences and water resources, water quality and the improvement of wildlife habitats.

Environmental Impact Assessment (EIA): Systematic investigation and assessment of the likely effects of a proposed development, to be taken into account in the decision-making process under the Town and Country Planning (Environment Impact Assessment) (England and Wales) Regulations 1999. The process is undertaken for a proposed development that would significantly affect the environment because of its siting, design, size or scale.

Environmental net gain: Improving all aspects of environmental quality through a scheme or project. Achieving environmental net gain means achieving biodiversity net gain first and going further to achieve increases in the capacity of affected natural capital to deliver ecosystem services and make a scheme's wider impacts on natural capital positive.

Environmental Permit: Anyone who proposes to deposit, recover or dispose of waste is required to have a permit. The permitting system is administered by the Environment Agency and is separate from, but complementary to, the land-use planning system. The purpose of a permit and the conditions attached to it are to ensure that the waste operation which it authorises is carried out in a way that protects the environment and human health.

Exception test: If, following a sequential test, it is not possible for development to be located in zones with a lower risk of flooding (taking into account wider sustainable development objectives), the exception test may have to be applied. For the exception test to be passed it should be demonstrated that: a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

Extension (minerals site): This involves either the lateral expansion or deepening of the quarry to extract additional resources.

Extension (waste site): To provide additional waste capacity in relation to increased throughput and/or footprint of the site. Landfills may be expanded to cover a larger area or may be surcharged – that is, extended vertically upwards.

Flood protection: Protection of land and/or infrastructure from the impacts of flooding through mitigation measures such as coastal and flood water defences.

Flood resilience: The management of land and the development of flood defences to ensure that the risk of flooding is managed in a sustainable way.

Flood risk: Areas which have a flood risk have the potential to flood under certain weather conditions. Flood risk zones are determined by the Environment Agency. Areas at risk of flooding are categorised as follows:

- Flood Risk Zone 1: Low Probability;
- Flood Risk Zone 2: Medium Probability;
- Flood Risk Zone 3a: High Probability; and
- Flood Risk Zone 3b: Functional Floodplain.

Flood Risk Assessment (FRA): An assessment of the risk of flooding from all flooding mechanisms, the identification of flood mitigation measures and should provide advice on actions to be taken before and during a flood. The FRA should also demonstrate that the development will be safe for its lifetime and will not increase flood risk elsewhere.

Flood Risk Zones (FRZ): Defined geographical areas with different levels of flood risk. Flood risk zones are defined by the Environment Agency.

Gas: Is a hydrocarbon (see 'Hydrocarbons'). Gas is a non-renewable resource.

Gasification: A waste-treatment process in which waste is heated to produce a gas that is burned to generate heat energy.

Green Belt: An area designated in planning documents, providing an area of permanent separation between urban areas. The main aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the most important quality of Green Belts is their openness.

Green infrastructure: A network of high-quality green and blue spaces and other environmental features. It includes parks, open spaces, playing fields, woodlands, wetlands, grasslands, river and canal corridors allotments and private gardens. It can

provide many social, economic and environmental benefits close to where people live and work including:

- space and habitat for wildlife with access to nature for people;
- places for outdoor relaxation and play;
- climate change adaptation (for example flood alleviation and cooling urban heat islands);
- environmental education;
- local food production (in allotments, gardens and through agriculture); and
- improved health and well-being (lowering stress levels and providing opportunities for exercise).

Green waste: Compostable garden waste.

Groundwater Source Protection Zones (GPZ): Geographical areas, defined by the Environment Agency, used to protect sources of groundwater abstraction.

Habitats Regulation Assessment (HRA): Statutory requirement for Planning Authorities to assess the potential effects of land-use plans on designated European Sites in Great Britain. The Habitats Regulations Assessment is intended to assess the potential effects of a development plan on one or more European Sites (collectively termed 'Natura 2000' sites). The Natura 2000 sites comprise Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). SPAs are classified under the European Council Directive on the conservation of wild birds (79/409/EEC; Birds Directive) for the protection of wild birds and their habitats (including particularly rare and vulnerable species listed in Annex 1 of the Birds Directive, and migratory species).

Hazardous waste: Waste that contains hazardous properties that may render it harmful to human health or the environment. Hazardous wastes are listed in the European Waste Catalogue (EWC).

Health and Safety Executive (HSE): The national independent watchdog for work-related health, safety and illness.

Heavy goods vehicles (HGV): A vehicle that is over 3,500kg unladen weight and used for carrying goods.

Hectare (Ha): 10,000 square metres

Highways Authority: The organisation responsible for the administration of public roads.

Household waste: Waste arising from domestic property which has been produced solely from the purposes of living, plus waste collected as litter from roads and other public places.

Hydrocarbons: Hydrocarbon comprising petroleum (oil and gas natural liquids) and gas are fossil fuels that occur concentrated in nature as economic accumulations trapped in structures and reservoir rocks beneath the earth surface. They are principally valued as a source of energy.

Incinerator Bottom Ash (IBA): The coarse residue left on the grate of waste incinerators.

Inert waste: Waste that does not undergo any significant physical, chemical or biological changes.

Landbank: A measure of the stock of planning permissions in an area, showing the amount of un-exploited mineral, with planning permissions, and how long those supplies will last at the locally apportioned rate of supply.

Landscape character: A combination of factors such as topography, vegetation pattern, land use and cultural associations that combine to create a distinct, recognisable character.

Land-won aggregates / minerals: Mineral/aggregate excavated from the land.

Landfill: The deposit of waste into voids in the ground.

Leachate: Water which seeps through a landfill site, extracting substances from the deposited waste to form a pollutant.

Listed Buildings and Sites: Buildings and sites protected under the Planning (Listed Buildings and Conservation Areas) Act 1990.

Local Aggregate Assessment (LAA): The National Planning Policy Framework requires all Mineral Planning Authorities to prepare an annual LAA. LAAs are to be based on a rolling average of 10 years sales data and other relevant local information, and an assessment of all supply options. The LAA establishes the provision to be made for aggregate supply in Mineral Local Plans.

Local Enterprise Partnership (LEP): In England, local enterprise partnerships (LEPs) are voluntary partnerships between local authorities and businesses set up in 2011 by the Department for Business, Innovation and Skills to help determine local economic priorities and lead economic growth and job creation within the local area. Central and Eastern Berkshire is located within the Thames Valley Berkshire Local Enterprise Partnership (LEP) area.

Local requirement: A requirement (for mineral) within the Plan area or within a neighbouring authority area.

Local Wildlife Site (LWS): LWSs are wildlife-rich sites selected for their local nature conservation value. They vary in shape and size and can contain important, distinctive and threatened habitats and species.

Low carbon technologies: These are a range of technologies developed to specifically reduce the amount of carbon dioxide (CO₂) released into the atmosphere.

Managed Aggregate Supply System (MASS): A system to ensure a steady and adequate supply of aggregate mineral, to handle the significant geographical imbalances in the occurrence of suitable natural aggregate resources, and the areas where they are most needed. It requires mineral planning authorities which have adequate resources of aggregates to make an appropriate contribution to national as well as local supply, while giving due allowance for the need to control any environmental damage to an acceptable level. It also ensures that areas with smaller amounts of aggregate make some contribution towards meeting local and national need where that can be done sustainably.

Material considerations: A matter that should be taken into account in deciding a planning application or on an appeal against a planning decision. Material considerations can include (but are not limited to); overlooking/loss of privacy, loss of light or overshadowing, parking, highway safety, etc. Issues such as loss of view, or negative effect on the value of properties are not material considerations.

Materials recovery facility (MRF): A facility where elements of the waste stream are mechanically or manually separated before recycling and/or are bulked, crushed, baled and stored for reprocessing, either on the same site or at a material reprocessing plant.

Methane: The main constituent of natural gas (a fossil fuel). It is found in naturally occurring gas field deposits within the ground but can also be harvested as a by-product of anaerobic decomposition of organic materials by bacteria. Methane is

used as fuel to generate heat and power, and when released into the atmosphere acts as a powerful greenhouse gas and is much more potent than carbon dioxide.

Ministry for Housing, Communities and Local Government (MHCLG): The Ministry of Housing, Communities and Local Government's (formerly the Department for Communities and Local Government) job is to create great places to live and work, and to give more power to local people to shape what happens in their area.

Million tonnes (mt): Acronym.

Million tonnes per annum (mtpa): Acronym.

Mineral: Limited and finite natural resources which can only be extracted where they are found geologically.

Minerals and Waste Consultation Area (MWCA): An area identified to ensure consultation between the planning authorities before certain non-mineral or waste planning applications made within the area are determined.

Minerals and Waste Safeguarding Area (MWSA): A Minerals Safeguarding Area (see MSA) which also includes minerals and waste safeguarded sites.

Mineral resources: Mineral aggregates and hydrocarbons, which naturally occur in geological deposits in the earth.

Mineral Planning Authority: The local planning authorities responsible for minerals planning. In the Plan area, The Royal Borough of Windsor and Maidenhead, Bracknell Forest Council, Reading Borough Council, and Wokingham Borough Council are minerals planning authorities.

Mineral Safeguarding Area (MSA): The MSA is defined by minerals planning authorities. They include viable resources of aggregates and are defined so that proven resources of aggregates are not sterilised by non-mineral development. The MSA does not provide a presumption for these resources to be worked.

Migration: This is the process by which negative or harmful effects caused by a development are prevented or lessened by incorporating countermeasures into the design or operation.

Mitigation hierarchy: The principle that environmental harm resulting from a development should be avoided (through locating development where there will be less harmful impacts), adequately mitigated, or, as a last resort, compensated for.

Mitigation measures: Measures that reduce or minimise impacts.

Monitoring: Minerals and waste developments are monitored to ensure that they comply with the policies of the Plan and planning conditions attached to their permissions. The Plan will also be subject to monitoring.

Monitoring Indicator: This is the aspect of the development that will be monitored in order to detect any deviation from what is either expected of the development or acceptable.

Monitoring Trigger: The threshold that, once passed, signifies there is an issue with the relevant policy in its current form and may require review.

Municipal Solid Waste (MSW): Solid waste collected by waste collection authorities, predominantly household waste.

National Planning Policy Framework (NPPF): Published in March 2012 and subsequently updated in 2018 and 2019, the NPPF sets out the Government's planning policies for England and how these are expected to be applied.

Natural Capital: The world's stock of natural resources, which includes geology, soils, air, water and all living organisms. Some natural capital assets provide people with free goods and services, often referred to as ecosystem services.

Natural England: Public body tasked with the conservation and improvement of the natural environment. Natural England designates Areas of Outstanding Natural Beauty and National Parks, manages National Nature Reserves and notifies Sites of Special Scientific Interest.

Non-hazardous waste landfill: One of the three classifications of landfills made by the Landfill Directive, taking non-hazardous waste.

Non-hazardous waste: Waste permitted for disposal at a non-hazardous landfill. It is not inert or hazardous and includes the majority of household and commercial wastes.

Oil: A hydrocarbon (see 'Hydrocarbons'). Oil is a non-renewable resource.

Oil and gas: A hydrocarbon (see 'Hydrocarbons'). Oil and gas are non-renewable resources.

Open windrow composting: Involves the raw material (usually green and/or garden waste and cardboard) being arranged outdoors in long narrow piles on a hard and preferably impermeable surface. The windrows are mixed and turned regularly for aeration, by hand or mechanically.

Other locally recognised assets: In relation to Policy DM7 (Conserving the Historic Environment) other locally recognised assets are non-designated assets which, although do not have any statutory protection, are recognised locally as making a significant and positive contribution to local historic knowledge, character and features.

Petroleum Exploration and Development Licence (PEDL): A PEDL allows a company to pursue a range of oil and gas exploration activities, subject to necessary drilling/development consents and planning permission.

Planning application: Operators proposing a new minerals or waste development need to apply for permission from the relevant planning authority in order to be allowed carry out their operations.

Planning permission: Once planning applications have been reviewed by the relevant planning authority, permission may be granted (i.e. consent for the proposed development is given). Permissions may have certain conditions or legal agreements attached which allow development as long as the operator adheres to these.

Policies Map: A map on an Ordnance Survey base showing spatial application of appropriate policies from the Development Plan.

Preparing for re-use: Checking, cleaning or repairing recovery operations, by which products or components of products that would have become waste are prepared so that they can be re-used without any other pre-processing. While re-use is a part of the waste hierarchy, re-use operations are not generally considered waste management and may not require a location appropriate for waste management facilities.

Previously developed land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for mineral extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential

gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.

Pre-application discussions: Engagement / discussions between applicants (and their agents) with the relevant minerals and waste planning authority prior to the submission of a formal application.

Production: Obtaining useful end products from minerals or waste material which may include the extraction of sand and gravel, producing recycled and secondary aggregate, extraction of oil and gas and the generation of energy from waste.

Prior Extraction: The removal of a mineral before a development begins construction on the same site.

Pyrolysis: Thermal decomposition at high temperatures taking place in an inert atmosphere.

Quarry: These are open voids in the ground from which minerals resources are extracted.

Rail depot: A railway facility where trains regularly stop to load or unload passengers or freight (goods). It generally consists of a platform and building next to the tracks providing related services.

Ramsar Sites (Wetlands of International Importance): Sites of international importance for waterfowl protected under the Ramsar Convention of the Conservation of Wetlands of International Importance, ratified by the UK Government in 1976.

Recyclate: A raw material that is sent to and processed in a waste recycling plant or materials recovery facility which will be used to form new products.

Re-use: Any operation by which products or components that are not waste are used again for either the same purpose for which they were conceived or other uses. While re-use is a part of the waste hierarchy, re-use operations are not generally considered waste management and may not require a location appropriate for waste management facilities.

Recovery: Any operation, the principal result of which, is waste serving a useful purpose by replacing other materials which would otherwise have been used to fulfil

a particular function, or waste being prepared to fulfil that function, in the plant or in the wider economy.

Recycled aggregates: Products manufactured from recyclables or the by-products of recovery and treatment processes, e.g. recycled concrete aggregates from CD&E waste.

Recycling: The series of activities by which discarded materials are collected, sorted, processed and converted into raw materials and used in the production of new products. Any recovery operation by which waste materials are reprocessed into products, materials or substances whether for the original or other purposes. It includes the reprocessing of organic material but does not include energy recovery and the reprocessing into materials that are to be used as fuels or for backfilling operations.

Regeneration: Investment in capital in the review of urban area by improving what is there or clearing it away and restoring.

Renewable energy: Energy which comes from natural resources such as sunlight, wind, rain, tides and geothermal heat, which are naturally replenished.

Residues: Material remaining after a process has been undertaken e.g. waste processing can involve incineration which leaves residues of bottom ash and fly ash. See 'Incinerator Bottom Ash'.

Restoration: The process of returning a site to its former use or restoring it to a condition that will support an agreed after-use, such as agriculture or forestry.

Reverse logistics: Involves reducing vehicle movements by load bulking when transferring minerals and waste, for example, ensuring a HGV always enters and exits a site with a full load.

Rights of Way (RoW): Paths which the public have a legally protected right to use.

Routeing agreement: An agreement to require that vehicles be routed so as to avoid certain roads, possibly at all times or possibly at certain times of day e.g. to avoid conflict with peak hour traffic and/or arrivals and departures at school opening and closing times.

Safeguarding: The method of protecting needed facilities or mineral resources and of preventing inappropriate development from affecting it. Usually, where sites are

threatened, the course of action would be to object to the proposal or negotiate an acceptable resolution.

Safeguarded site: Safeguarding protects minerals and waste sites from development pressures and inappropriate encroachment from nearby developments, preventing the unnecessary sterilisation of their associated resources and infrastructure.

Sand and gravel sales: Sales of sand and gravel from sites (for the purposes of monitoring these are sales from sites within the Plan area).

Scheduled Ancient Monument: Nationally important archaeological sites included in the Schedule of Ancient Monuments maintained by the Secretary of State under the Ancient Monuments and Archaeological Areas Act 1979.

Secondary aggregate: Materials that do not meet primary aggregate (e.g. sand/gravel and crushed rock) specifications but which can be used instead of them. Secondary aggregates are by-products of other processes, including the production of primary aggregates.

South East England Aggregate Working Party (SEEAWP): Aggregate working parties provide technical advice about the supply and demand for aggregates (including sand, gravel and crushed rock) to the mineral planning authorities for the area and to inform the Secretary of State for Communities and Local Government. The SEEAWP is formed of the mineral planning authorities in the south east and relevant industry representatives.

Sensitive Human Receptors: Locations where people live, sleep, work or visit that may be sensitive to the impact of minerals and waste activity on health, well-being and quality of life. Examples include houses, hospitals and schools.

Sewage sludge: Once the liquid component of sewage has been treated, a residual semi-solid 'sludge' is left which requires further treatment. The sludge can be digested by anaerobic bacteria to produce fertiliser which can then be used in agriculture.

Sequential test: This is a test employed by the Planning Authority to ensure new development takes place in the areas with the lowest risk of flooding. This approach means that development will not be allowed or allocated in any areas where there is another area at a lower flood risk (and is appropriate for that development). As statutory consultees, the Environment Agency will inform any decisions on planning applications in relation to flooding.

Sharp sand and gravel: A coarse sand and gravel suitable for use in making concrete.

Site allocations: Specific sites identified for minerals and waste activities in the Plan where there are viable opportunities, have the support of landowners and are likely to be acceptable in planning terms.

Site of Special Scientific Interest (SSSI): A national designation for an area of special interest because of its flora, fauna, or geological or physiographical features, selected by Natural England and notified under Section 28 of the Wildlife and Countryside Act 1981.

Sludge: Sludge originates from the process of treatment of waste water.

Soft sand: Fine sand suitable for use in such products as mortar, asphalt and plaster.

Source Protection Zone (SPZ): Geographical areas defined by the Environment Agency and used to protect sources of groundwater abstraction.

South East Waste Planning Advisory Group (SEWPAG): SEWPAG is the grouping of waste planning officers and advisors which exists to help waste planning authorities in the area to effectively fulfil the Duty to Cooperate on strategic issues enshrined in the Localism Act, and specifically to give effect to the Government's stated intention to replace the responsibilities of the former Regional Technical Advisory Bodies.

Spatial Strategy: Outlines the approach that will be taken through the Central and Eastern Berkshire – Joint Minerals & Waste Plan to critical minerals and waste issues. It sets the context for the Plan's policies.

Special Area of Conservation (SAC): Areas which have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.

Special Protection Area (SPA): An area of importance for the habitats of certain rare or vulnerable categories of birds or for regularly occurring migratory bird species, required to be designated for protection by member states under the European Community Directive on the Conservation of Wild Birds.

Specific local requirement: In relation to Policy M4 (Locations for sand and gravel extraction) a specific local requirement relates to a minerals development which will be dedicated to serving a specific need, as opposed to contributing to strategic capacity. This may include for use in local projects which will involve mineral extraction and then its direct use in the construction phase of the project.

Statement of Community Involvement (SCI): A document which sets out the standards the Planning Authority intends to achieve when involving the community in preparing Local Development Documents, or when making a significant development control decision. It also sets out how the Authority intends to achieve these standards.

Statutory consultee: These are organisations and public bodies who are required to be consulted concerning specific issues relating to planning applications and help inform any decision made by the planning authority.

‘Stepping Stones’: Pockets of habitat that, while not necessarily connected, facilitate the movement of species across otherwise inhospitable landscapes.

Sterilisation: When a change of use, or the development, of land prevents possible mineral exploitation in the foreseeable future.

Strategic Environmental Assessment (SEA): A system of incorporating environmental considerations into policies, plans, programmes and part of European Union Policy. It is intended to highlight environmental issues during decision-making about strategic documents such as plans, programmes and strategies. The SEA identifies the significant environmental effects that are likely to result from implementing the plan or alternative approaches to the plan.

Strategic Flood Risk Assessment (SFRA): An assessment of the potential flood risk such as from groundwater and fluvial floods.

Strategic Road Network: The SRN is made up of motorways and trunk roads, the most significant ‘A’ roads. The SRN is managed by Highways England. All other roads in England are managed by local and regional authorities.

Subsidence: Subsidence is the motion of a surface as it shifts downward (in relation to Policy DM9 Protecting Health, Safety and Amenity). This may cause uneven settlement leading to subsidence at the surface.

Sustainability Appraisal (SA): In United Kingdom planning law, an appraisal of the economic, environmental, and social effects of a plan from the outset of the

preparation process, to allow decisions that are compatible with sustainable development.

Sustainable development: Sustainable development refers to a mode of human development in which resource use aims to meet human needs while ensuring the sustainability of natural systems and the environment, so that these needs can be met not only in the present, but also for generations to come.

Sustainable Drainage Systems (SuDS): These are urban design concepts which are adopted to deal with increased surface water in urban areas by mimicking the normal water cycle in natural landscapes. This is opposed to more traditional methods which just involved re-routing surface water to watercourses. Techniques utilised in SuDS include facilitating increased water infiltration into the earth as well as increased evaporation of surface water and transpiration from vegetation (collectively called evapotranspiration) to decrease the amount of surface water run-off.

Thermal treatment: Incineration and other high-temperature waste-treatment systems.

Tonnes per annum (tpa): Acronym.

Townscape: The appearance of a town or city; an urban scene.

Treatment: This is a broad term which refers to recovery or disposal operations, including preparation prior to recovery or disposal. This includes the physical, thermal, chemical or biological processes, including sorting (e.g. waste transfer), that change the characteristics of the waste in order to reduce its volumes or hazardous nature, facilitate its handling or enhance recovery.

Urban areas: An area characterised by higher population density and vast human features in comparison to areas surrounding it. Urban areas may be cities, towns or conurbations.

Use Classes: The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as Use Classes. This includes B1 (Business), B2 (General Industrial) and B8 (Storage or Distribution).

Visual impact: The perceived negative effect that the appearance of minerals and waste developments can have on nearby communities.

Void capacity: Available capacity for waste at a landfill/ land raising site.

Waste arisings: Waste generated within a specified area.

Waste Hierarchy: The aim of the waste hierarchy is to extract the maximum practical benefits from products and to generate the minimum amount of waste. The revised Waste Framework Directive introduces a changed hierarchy of options for managing waste. It gives top priority to preventing waste. When waste is created, it gives priority to preparing it for re-use, followed by recycling, then other recovery such as energy recovery, and finally disposal (for example landfill).

Waste Planning Authority (WPA): The local planning authorities responsible for waste planning. In the Plan area, The Royal Borough of Windsor and Maidenhead, Bracknell Forest Council, Reading Borough Council, and Wokingham Borough Council are waste planning authorities.

Waste Transfer Station (WTS): A location where waste can be temporarily stored, separated and bulked after being dropped off by domestic waste-collection lorries and before being carried off by larger vehicles for subsequent treatment or ultimate disposal.

Waste Water Treatment Works (WWTW): A facility where sewage volumes are reduced by de-watering and aerobic and anaerobic biological treatment.

Wharf: A landing place or pier where ships or barges may tie up and load or unload.

Zero waste: A term adopted to describe a culture in which all waste is seen as a resource having a value.

A summary of this document can be made available in large print, in Braille or audio cassette. Copies in other languages may also be obtained. Please contact Hampshire Services by email berks.consult@hants.gov.uk or by calling 0370 779 5634

Equality Impact Assessment (EqIA) form: Initial impact assessment

If an officer is undertaking a project, policy change or service change, then an initial impact assessment must be completed and attached alongside the Project initiation document.

EqIA Titular information:

Date:	15 June 2020
Service:	Strategy and Commissioning (Place)
Project, policy or service EQIA relates to:	Central and Eastern Berkshire Joint Minerals and Waste Plan: Submission Version
Completed by:	Ian Church – Senior Specialist (Growth and Delivery)
Has the EQIA been discussed at services team meeting:	Yes
Signed off by:	Nigel Bailey
Sign off date:	26 June 2020

1. Policy, Project or service information:

This section should be used to identify the main purpose of the project, policy or service change, the method of delivery, including who key stakeholders are, main beneficiaries and any associated aims.

What is the purpose of the project, policy change or service change , its expected outcomes and how does it relate to your services corporate plan:

The purpose of the publication and consultation on the Joint Plan is to seek views on the legal and procedural requirements, and soundness of the Central and Eastern Berkshire Joint Minerals and Waste Plan, before being submitted to the Secretary of State for examination in public. The Joint Plan is being prepared in partnership between Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council. The Joint Plan is being produced in collaboration by Hampshire Services (part of Hampshire County Council).

The Joint Plan will become part of the development plan which guides how planning applications for minerals and waste related development will be assessed across the councils. Once adopted the Joint Plan will replace the existing planning policies contained in the Replacement Minerals Local Plan for Berkshire (adopted in 1995 but subject to Alterations in 1997 and 2001) and the Waste Local Plan for Berkshire (1998).

The consultation document comprises the following main aspects:

Proposed sites for mineral extraction

The following minerals sites in RBWM are proposed for allocation:

- a. Horton Brook Quarry, Horton
- b. Riding Court Farm, Datchet
- c. Sheephouse Farm, Maidenhead
- d. Poyle Quarry, Horton
- e. Water Oakley Holyport.

Extensions to the following minerals sites are also included:

- a. Horton Brook and Poyle Quarry, Horton
- b. Poyle Quarry, Horton

Due to an anticipated shortfall in future minerals supply, the criteria for defining an 'Area of Search' that uses geological data to identify areas where sand and gravel deposits may be present. This seeks to demonstrate the potential for further provision within the Joint Plan area.

Proposed Waste Management Sites

The following sites in RBWM are proposed for allocation as waste management sites:

- a. Berkyn Manor Farm, Horton (WA1)
- b. Horton Brook Quarry, Horton (WA2)
- c. The Compound, Pinkney's Green, Maidenhead (WA3)

Development Management Policies

The Joint Plan includes development management policies that form a robust framework for the determination of minerals and waste applications. This includes policies relating to sustainable development, climate change, sustainable transport movements, and flood risk, amongst many others.

This includes a policy which seeks to ensure the past performance of minerals and waste operators forms part of the material considerations taken into account in decision making.

Public consultation on the above issues is anticipated to commence on from Thursday 3rd September for 6 weeks. The report to Special Council Executive seeks the approval of the Joint Plan, authorisation to undertake public consultation and submit to the Secretary of State, including, agreement to the consultation framework, agreement to delegate minor changes to the consultation documents, and for the Inspector to recommend any modifications required to make the Joint Plan sound.

Publication and consultation is a legal requirement under Regulation 19 of the Town and Country (Local Planning) (England) Regulations 2012. The consultation will be undertaken in line with the principles set out in the council's Statement of Community Involvement (SCI) and all relevant legislation and regulations governing that process. Some adaptations to consultation methods may be needed due to the impact of Covid 19.

Public consultation will include engagement with stakeholders, local communities, and town and parish councils. This will include a social media campaign, press and news releases and website updates. Consultation methods may need to be adapted due to the ongoing implications of Covid 19

Outline how you are delivering your project, policy change or service change. What governance arrangements are in place, which internal stakeholders (Service managers, Assistant Directors, Members etc) have/will be consulted and informed about the project or changes:

The consultation will be undertaken in accordance with the council's adopted Statement of Community Involvement for planning policy consultations, but may be subject to adaptations due to the impact of Covid 19. The consultation will involve seeking feedback from a range of interested organisations and other parties (including general and specific consultation bodies specified in the Regulations) as well as councillors and officers.

This builds on a number of earlier public consultations, including a Draft Plan consultation in 2018, and a focussed consultation in spring 2020. This allowed residents, businesses, landowners and other stakeholders the opportunity to review and respond to proposals. Public drop in consultation events were also held, where officers were available to discuss the proposals, and answer questions. The results of these consultations have helped to guide the preparation of the Joint Plan.

Members (including the Leader of the Council, Executive Member for Planning and Enforcement, and Executive Member for Environment and Leisure) have been engaged during the preparation of the draft plan through briefing sessions, and attendance at the Joint Sounding Board, constituting Members and officers from each of the central and eastern Berkshire authorities. Other internal stakeholders have been engaged on a general or specific basis throughout the preparation of this consultation including Corporate Leadership Team and lead specialists from across the Council.

Outline who are the main beneficiaries of the Project, policy change or service change?

This consultation documentation has been produced by Hampshire County Council and the central and eastern Berkshire authorities, with the input of internal officers, communities and stakeholders through previous stages of consultation (Issues and Options, Draft Plan, Focused Consultation). In the longer term and once adopted, all residents of the borough (and central and eastern Berkshire) will benefit from having a new Minerals and Waste Plan, ensuring that planning policy remains effective in managing decisions by the council. This provides greater certainty on the future delivery of minerals and waste development across the borough.

Outline any associated aims attached to the project, policy change or service change:

Public consultation will generate comments from individuals and organisations (including statutory bodies), that will be assessed and submitted to the Secretary of State alongside the Joint Plan and other supporting documents. This will be followed by Examination in Public (EiP) by an independent Planning Inspector.

The aim is for the Joint Plan to be adopted by all four authorities, to set out a robust and up to date strategy and development management policies for minerals and waste.

2. Protected characteristics:

There are 9 protected characteristics as defined by the legislation:

- Race
- Gender
- Disability
- Gender re-assignment

- Age
- Religious belief
- Sexual orientation
- Pregnancy/Maternity
- Marriage and civil partnership:

To find out more about the protected groups, please consult the EQIA guidance.

3. Initial Impact review:

In the table below, please indicate whether your project, Policy change or service change will have a positive or negative impact on one of the protected characteristics. To assess the level of impact, please assign each group a Positive, No, Low or High impact score:

For information on how to define No, low or high impact, please consult the EQIA guidance document.

If your project is to have a positive impact on one of the protected groups, please outline this in the table below.

For details on what constitutes a positive impact, please consult the EQIA guidance.

Protected characteristics	Impact score	Please detail what impact will be felt by the protected group:
Race:	No	Neutral impact – it is not envisaged that this focussed consultation will have any impact on this group at this point in time. The group would not be prohibited from reviewing and commenting on the consultation documentation.
Gender:	No	Neutral impact – it is not envisaged that this focussed consultation will have any impact on this group at this point in time. The group would not be prohibited from reviewing and commenting on the consultation documentation.
Disabilities:	No	Neutral impact – it is not envisaged that this focussed consultation will have any impact on this group at this point in time. The group would not be prohibited from reviewing and commenting on the consultation documentation.
Age:	No	Neutral impact – it is not envisaged that this focussed consultation will have any impact on this group at this point in time. The group would not be prohibited from reviewing and commenting on the consultation documentation
Sexual orientation:	None	Neutral impact – it is not envisaged that the Draft Plan would have any impact upon this group at this point in time. The group would not be prohibited from reviewing and commenting on the Draft Plan.

Protected characteristics	Impact score	Please detail what impact will be felt by the protected group:
Religion/belief:	No	Neutral impact – it is not envisaged that this focussed consultation will have any impact on this group at this point in time. The group would not be prohibited from reviewing and commenting on the consultation documentation
Gender re-assignment:	No	Neutral impact – it is not envisaged that this focussed consultation will have any impact on this group at this point in time. The group would not be prohibited from reviewing and commenting on the consultation documentation
Pregnancy and Maternity:	No	Neutral impact – it is not envisaged that this focussed consultation will have any impact on this group at this point in time. The group would not be prohibited from reviewing and commenting on the consultation documentation
Marriage and civil partnership:	No	Neutral impact – it is not envisaged that the draft LPU would have any impact upon this group at this point in time. The group would not be prohibited from reviewing and commenting on the Draft Plan.

Based on your findings from your initial impact assessment, you must complete a full impact assessment for any groups you have identified as having a low or high negative impact. If No impact, or a positive impact has been identified, you do not need to complete a full assessment. However, you must report on this initial assessment and it must receive formal approval from the Assistant Director responsible for the project, policy or service change.

Initial impact assessment approved by

Nigel Bailey: Interim Assistant Director Housing & Place Commissioning

Date: 26 June 2020

TITLE	Climate Emergency Action Plan – Update on capital projects (Dinton Activity Centre replacement provision & Addington School expansion)
FOR CONSIDERATION BY	The Executive on Thursday, 30 July 2020
WARD	Bulmershe & Whitegates; Hurst
LEAD OFFICER	Deputy Chief Executive - Graham Ebers
LEAD MEMBER	Executive Member for Climate Emergency - Gregor Murray

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

The report outlines the current proposals (a) to deliver a carbon positive and energy positive facility at Dinton Pastures, with achieving a carbon offset of 39.4tCO₂ annually (9.4tCO₂ positive per annum) and 944tCO₂ over the life time of the asset (81.6t CO₂ positive across the life cycle) and (b) to install additional PV panels to the new building at Addington school which will enable a carbon offset of 7.3t CO₂ annually and 64t CO₂ across the lifecycle).

This development will act as a flagship facility exceeding the target of a net zero carbon dioxide emission building by generating more sustainable energy than it uses. There are also opportunities to promote this building as an exemplar site that can be used to demonstrate good practice and to educate residents, school pupils and businesses on good sustainable development practice.

RECOMMENDATION

That the Executive:

- 1) takes note of the proposals and the anticipated outcomes;
- 2) confirms the decision to invest in the carbon neutrality proposals in Dinton Activity Centre and Addington School to significantly reduce the carbon emission of the new buildings in line with the Council's net zero carbon by 2030 target
- 3) approves an additional capital budget of £483,900 financed by borrowing and fully repaid from savings generated through reduced energy costs.
- 4) notes that the annual financial cost reductions in excess of the capital financing costs will be set aside to provide for component replacement in future years.

EXECUTIVE SUMMARY

Dinton Pastures

A capital scheme was initiated in autumn 2019 to start the design works for a new activity centre, to replace the current dilapidated facilities at Dinton Pasture (the activity centre) which are dated and do not support the usage and aspirations of the community.

In line with the Climate Emergency Initial Action Plan adopted by this Council earlier in the year, the design of the DAC was subjected to a thorough “carbon neutrality” review and as an outcome of this review, a set of recommendations were presented in April (Appendix A). The key recommendations include using environment friendly technology such as air source heat pumps, increased use of natural ventilation, alterations to the domestic hot water systems and significant increase in provision of photovoltaic cells using both the roof of the building and the proposed car park areas.

The implementation of the recommendations will see an overall reduction of energy usage of the facility by 126% - thereby making the facility energy positive – the first in the Borough within the portfolio of the Council’s community assets. The overall cumulative carbon reduction, as a result of the interventions, will be 130% - essentially creating a corporate facility which will be operationally carbon positive.

Addington School

The expansion of the current facilities at Addington School was taken by the Council in January 2019 and the works are anticipated to be completed by summer 2020. The options to incorporate the CEIAP were subsequently subjected to a design review which identified that by incorporation of additional roof mounted PV panels to the new build it is possible to reduce the operational carbon emission of the facility by almost half (a 49.7% reduction) as well as achieve an energy efficiency of 46% when compared with conventional gas.

BACKGROUND

The current capital programme approved the construction of a new activity centre at Dinton Pastures – the existing facility is dated, dilapidated and does not have the capability to support the usage and aspirations of the community. A scheme was initiated in autumn 2019 to start the design works for a new activity centre. After some significant public consultation a planning application was submitted.

In line with the Climate Emergency Initial Action Plan adopted by this Council earlier in the year, the design of the DAC was subjected to a thorough “carbon neutrality” review and as an outcome of this review, a set of recommendations were presented to the CEAP Investment Board in April (Appendix A). The key recommendations include using environment friendly technology such as air source heat pumps, increased use of natural ventilation, alterations to the domestic hot water systems and significant increase in provision of photovoltaic cells using both the roof of the building and the proposed car park areas.

On the 18th July 2019, Wokingham Borough Council declared a Climate Emergency, by tabling a motion submitted by Council Leader, Cllr. John Halsall. The motion received unanimous support and seeks to make Wokingham Borough carbon-neutral by 2030. On 23rd January 2020, this Council adopted a Climate Emergency Initial Action Plan (CEAIP) - a working document, this first version of our Climate Emergency Action Plan sets out the initial steps Wokingham Borough can take towards becoming net zero carbon by 2030, including positive environmental changes that will improve the quality of life of all our residents and help to avoid the impacts of climate change.

As set out in the CEAIP, the Council has identified eight key priority areas (below) to focus on for reducing CO₂e :

1. Reduce Carbon Dioxide Emissions from Transport
2. *Reduce Carbon Dioxide Emissions from Domestic and Business Property* – Green Bank Project - a key component of this target would see the Council to implement the necessary measures to improve the current energy usage of its own corporate properties and aims to become net zero carbon by 2030.
3. *Generate more Renewable Energy in the Borough*
4. *Create a Local Plan that Specifies Net Zero Construction and Infrastructure* - All major residential and commercial developments will be expected to deliver high sustainable construction standards. Policies to enable this will be embedded in the upcoming Local Plan Update (LPU). Major developments will embrace innovative sustainable design solutions for energy efficiency and low carbon energy generation and use.
5. Increase the Levels of Carbon Sequestration the Borough Through Greening the Environment
6. Engage with Young People and Support Sustainable Schools
7. Reduce Waste Sent to Landfill
8. *Encouraging Behaviour Change* - As a community leader, the Council will set an example and set high standards in becoming net zero carbon. This includes its own estate but also its policies, service delivery and investment decisions.

Dinton Activity Centre

The Dinton Activity Centre carbon neutrality proposals align with a number of key priority areas (as highlighted in bold above).

The proposed intervention will seek to create a carbon positive and energy positive building, by using the current available national trends and datasets, and adopting the following technological enhancements :

1. Utilisation of air source heat pumps (ASHP) and air-to-water technology (AtW) for heating the facility during winter months – as compared against a more conventional form of heating, this is forecasted to reduce the carbon emission by 5% annually and decreasing the energy demand 4% per annum.
2. Integration of hot water system with the ASHP heating system – as compared against a more conventional form of generating hot water, adoption of this methodology is forecasted to reduce the carbon emission by 20% annually, with an anticipated energy efficiency of 30% per annum.
3. Increased use of natural ventilation – by increasing the use of natural ventilation a 5% reduction of carbon emission is predicted, with a 4% decrease in energy need per annum.
4. Increased provision of roof mounted PV panels – by utilising the full extent of the roof space available the scheme will look to install 48 arrays of 400W solar panels – this will reduce the carbon emission of the facility by 12% and at peak availability will enable 12% reduction of energy usage of the facility when compared against a more conventional design.
5. Installation of car park PV ports – By installing circa 270 of 335W car port mounted PV panels at the car parking area adjacent to DAC, it is anticipated that at peak times these will generate just over half of the operational energy required for the entire facility (circa 55%), and will reduce the carbon emission by 62% when compared against a conventional methodology.

A combination of all of the above, in short, will see an overall reduction of energy usage by 126% - thereby making the facility (with all of the above interventions) an energy positive facility – the first in the Borough within the portfolio of the Council's community assets. The overall cumulative carbon reduction, as a result of the interventions, will be 130% - in other words, these interventions will essentially create a corporate facility which will be operationally carbon positive.

Addington School

The construction of the new build facilities is nearly completed, with an anticipated hand over in readiness for usage from September 2020. The proposed intervention will look to add 36.7kW PV panels to the roof of the new facility it is estimated that at peak times these will generate just under half of the operational energy required for the new build facility (circa 46%) and will reduce the carbon emission by almost half (49.7%) when compared against a conventional methodology. The overall reduction in carbon offset, across the life of the new build, is expected to be 64t based on current national trend dataset, with an estimated annual reduction of 7.3t CO₂.

Next Steps

The completed facilities, including the interventions above (subject to securing planning consent), are expected to be ready for use towards the end of the year.

BUSINESS CASE

- The business case for the decision including evidence of need
The business case for the interventions has been presented in Appendix A.

- Any options that have or are being considered

In the event that the interventions as detailed previously are not pursued, the new facilities constructed will not be carbon-neutral, thus not aligning with the CEIAP.

- What the risks associated with the decision are;

There are no further additional risks associated with the decision.

- Any timescales associated with the decision;

The detail design and procurement of the works necessary will commence pending the decision.

- What the expected outcomes are

Creating a new activity centre at Dinton Pastures which when fully operational will achieve a carbon offset of 39.4tCO₂ annually (9.4tCO₂ positive per annum) and 944tCO₂ over the life time of the asset (81.6t CO₂ positive across the life cycle). For Addington new build, the overall reduction in carbon offset, across the life of the new build, is expected to be 64t based on current national trend dataset, with an estimated annual reduction of 7.3t CO₂.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe funding pressures, particularly in the face of the COVID-19 crisis. It is therefore imperative that Council resources are focused on the vulnerable and on its highest priorities.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1)	£483,900	No	Capital
Next Financial Year (Year 2)	Net £0 (Running costs and income)	Yes	Revenue
Following Financial Year (Year 3)	Net £0 (Running costs and income)	Yes	Revenue

Other Financial Information

Dinton Pastures Activity Centre Project

Dinton Pastures climate emergency project initial costs are £422k. This will be funded by borrowing initially with the debt costs and interest costs fully repaid by the annual savings generated from the energy reduction. This will be funded over the building's useful life of 45 years.

The Executive are also asked to approve the creation of a sinking fund which will allow the Council to set aside the additional savings each year to cover the capital replacement costs estimated to be c£150k and need replacing every 15 years. All costs are fully funded with the savings generated from the energy reductions.

Please note as per the Quarter 1 Capital monitoring report 2020/21, that there is a recommendation to increase the budget for the original Dinton Pastures activity centre as per item 1 to that report. This is covered by borrowing initially and repaid from increased income generation over life of the asset.

On simplified annual average, the key financial information is as below:-

- Annual revenue costs including financing charges : £21.6K
- Annual revenue savings including income generated :£22.1K
- Annual Surplus (or short fall) : £0.5K

Addington School Project

Addington School climate emergency project initial costs are for £61.9k. This will be funded by borrowing initially with the debt costs and interest costs repaid by the annual savings generated from the energy reduction. This will be funded over the buildings life of 45 years. The Council are also looking into more favourable borrowing arrangements (e.g. 0% Salix Energy Loans) to further reduce costs.

The Executive are also asked to approve the creation of a sinking fund which will allow the Council to set aside the additional savings each year to cover capital replacement costs estimated to be c£55k and need replacing every 15 years. All costs are fully funded with the savings generated from the energy reductions.

On simplified annual average, the key financial information is as below:-

- Annual revenue costs including financing charges - : £3.6K
- Annual revenue savings including income generated :£3.8K
- Annual Surplus (or short fall) - £0.2K

The cost of replacement components have been factored within the viability testing of both the schemes.

A number of assumptions and trend projections sourced from various national database have been used to forecast the lifecycle financial models.

Stakeholder Considerations and Consultation

The intervention proposals have been presented to the Executive Member for Climate Emergency. The delivery of the interventions will be overseen by the capital project delivery governance and reported to the Climate Emergency Officer Group.

Public Sector Equality Duty

No alterations to the initial EIA envisaged

Climate Emergency – This Council has declared a climate emergency and is committed to playing as full a role as possible – leading by example as well as by exhortation – in achieving a carbon neutral Wokingham Borough by 2030

This is a key step in demonstrating this Council’s commitment towards achieving a carbon neutral Wokingham Borough and towards setting the standards. By delivering a carbon positive and energy positive community facility before the end of the year this Council will be leading by example.

List of Background Papers

Appendix A – Carbon neutrality proposals – Dinton Activity Centre & Addington School

Contact Arnab Mukherjee	Service Business Services
Telephone	Email Arnab.mukherjee@wokingham.gov.uk

Appendix A - Carbon Neutrality technical appraisal
Dinton Activity Centre

Building details pre intervention		Annual Energy requirements: 134.9MWhr Electricity: 62.2MWhr Gas/Fossil fuels: 72.8MWhr	Estimated Annual Energy Cost: £12,800 Electricity : £9,600 Gas/fossil fuels: £3,200 Others:	Annual CO₂ emissions: 30.3tCO₂ Electricity: 15.9tCO ₂ Gas/Fossil fuels: 14.4tCO ₂ Others:
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Intervention measure	Investment	Replacement cost (£) / life time of the asset (extra over compared to basecase)	Maintenance cost (£) / annually	Financial implications (£) / annually	Energy saving (MWhr) / annually	Carbon Saving (t) / annually Carbon Saving (t) / life time of the project	Overall CO ₂ reduction for the building / annually	Cost to carbon reduction Ratio / capital Cost to carbon reduction Ratio / life cycle of the asset	Notes
Building fabric	Initial specification of building already high performance, changes to fabric where not considered								
Integration of DHW into the VRF system	£18,000	£ -	No difference between the basecase and the options has been considered as no significant increase is expected (gas has to be maintained every year, electric systems typically every 3 years or so)	9% increase	30% decrease (from 134.9MWhr to 94.7MWhr)	6.1tCO ₂ annually 646tCO ₂ over 45 years	20%	Capital £2.97/kgCO ₂ Lifecycle (45y) £-0.02/kgCO ₂	
AtW ASHP	£39,000	£ -		13% decrease	4% decrease (134.9MWhr to 128.9MWhr)	1.5tCO ₂ annually 14tCO ₂ over 45 years	5%	Capital £25.19/kgCO ₂ Lifecycle (45y) £0.55/kgCO ₂	
Expansion of Natural Ventilation	Nil	£ -		7% decrease	4% decrease (134.9MWhr to 129.2MWhr)	1.5tCO ₂ annually 13tCO ₂ over 45 years	5%	Capital (no cost so therefore 0) Lifecycle (45y) £5.13/kgCO ₂	
PV for Building Roof	£36,000	£ 50,000.00		50% decrease	12% decrease (from 134.9MWhr to 119.3MWhr)	4tCO ₂ annually 36tCO ₂ over 45 years (factoring in greening of the grid)	13%	Capital £9.01/kgCO ₂ Lifecycle (45y) £4.63/kgCO ₂	Building array consists of 48 400W panels
Car Park PV Ports	£329,000	£ 250,000.00		120% decrease	55% decrease (134.9MWhr to 61.1MWhr)	18.9tCO ₂ annually 169tCO ₂ over 45 years	62%	Capital £17.40/kgCO ₂ Lifecycle (45y) £3.03/kgCO ₂	Approx 270 335W car port mounted PV's
Combined Proposal	£422,000	£ 300,000.00	98% decrease	126% decrease (to 35.7MWhr surplus) (Energy positive site)	39.4tCO ₂ annually (9.1tCO ₂ positive annually) 944tCO ₂ over 45 years (81.6tCO ₂ positive offset over 45 years)	130%	Capital £11.63/kgCO ₂ Lifecycle (45y) £0.16/kgCO ₂		

List of Acronyms & description of each intervention

DHW	Domestic hot water
VRF	Variable refrigerant flow
PV	Photovoltaics
AtW	Air to Water
ASHP	Air Source Heat Pump

Addington SEN School Expansion

(All numbers and figures relate to new building only)

Building details pre intervention		Annual Energy requirements: 61,300kWhr/yr Electricity: 39,400 kWhr/yr	Estimated Annual Energy Cost: £7,100 Electricity : £6,100	Annual CO₂ emissions: 14.4tCO ₂ annually
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Intervention measure	Investment	Replacement cost (£) / life time of the project (extra over compared to basecase)	Maintenance cost (£) / annually	Financial implications (£) / annually	Energy saving (MWhr) / annually	Carbon Saving (t) / annually Carbon Saving (t) / life time of the project	Overall CO ₂ reduction for the building / annually	Cost carbon reduction Ratio / capital Cost carbon reduction Ratio / life time of the project	Notes
PV	£ 83,200.00	£ 110,000.00	No significant difference between the basecase and the option is envisaged	54% decrease	46% decrease	7.3tCO ₂ annually 64.0tCO ₂ over 45 years	49.7%	Capital CCR £11.62/kgCO ₂ Lifecycle CCR £0.34/kgCO ₂	

List of Acronyms & description of each intervention

DHW	Domestic hot water
VRF	Variable refrigerant flow
PV	Photovoltaics
AtW	Air to Water
ASHP	Air Source Heat Pump

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